

APPROVALS TASK FORCE REPORT

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March, 1973

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Ontario

Ministry
of the
Environment

The Honourable
George A. Kerr, Q.C.,
Minister

Everett Biggs,
Deputy Minister

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APPROVALS TASK FORCE REPORT

MINISTRY OF THE ENVIRONMENT

March, 1973.



Ontario

Ministry of the
Environment

135 St. Clair Avenue West
Toronto 195, Ontario

March 9, 1973.

Mr. R. Smith,
Director of Organization Review,
for the Ministry of the
Environment.

Mr. D. P. Caplice,
Chairman,
Field Organization Task Force.

Gentlemen:

It is my pleasure to submit the attached
report on behalf of the Approvals Task Force.

This report reflects the combined views
and evaluation, based on experience and detailed
documentation, of the members of the Approvals Task
Force. Throughout the past two months, the members
have, at all times, attempted to maintain the highest
degree of objectivity, and we trust that this is
reflected in our analysis and report.

I wish to draw particular attention to the
Appendix documentation of existing approvals functions.
We believe this to be a complete compilation, and in-
depth analysis, which will prove useful to the Ministry
in more than just the review of the approvals function.

Finally, I wish to express my appreciation
for the assistance and guidance given by all Branches
of the Ministry, having an approvals activity.

Yours very truly,

V. W. Rudik,
Chairman,
Approvals Task Force.

VWR/bm

TERMS OF REFERENCE
APPROVALS TASK FORCE
MINISTRY OF THE ENVIRONMENT
MARCH, 1973

"To develop alternative methods by which the wide variety of approvals functions within the Ministry could most effectively and efficiently be conducted. Organizational effects and the changes in process resulting from these alternatives should be clearly established. Consideration should be given to the possibility of integrating some or all of the approvals functions. The impact of de-centralization and the affect on field offices and other jurisdictions and comments on the required capability of the individuals in the field offices and the level of delegated authority would be beneficial".

APPROVALS TASK FORCE

MINISTRY OF THE ENVIRONMENT

MARCH, 1973

MEMBERS OF THE TASK FORCE

- V. W. Rudik (Chairman) - Head,
Impact Assessment Section,
Strategic Planning Branch.
- C. B. Martin - Chief,
Approvals & Criteria Section,
Air Management Branch.
- J. B. Patterson - Supervisor,
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- W. M. Walkinshaw - Director,
Private Waste & Water
Management Branch.
- G. H. Mills - Supervisor,
Design Approvals Section,
Sanitary Engineering Branch.
- * J. A. Herane (Secretary) - Programme Analyst,
Management Reporting Section,
Financial Services Branch.

* Now with Strategic Planning Branch,
Impact Assessment Section.

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APPROACH AND METHODOLOGY

APPROVALS TASK FORCE REPORT

MINISTRY OF THE ENVIRONMENT

MARCH, 1973

APPROACH AND METHODOLOGY OF THE TASK FORCE

In order to fulfill the terms of reference, the Task Force adopted the following approach:

1. Preliminary Overview of Issues Related to Approvals

In order to identify the areas of the approvals function within the Ministry that require analysis to develop alternatives for improvement, an initial review was made of existing legislation, regulations, documentation related to approvals procedures, function descriptions as outlined in the work programme, and the second report of the OWRC Task Force on Planning. This initial review was used as both a source of ideas for more in-depth evaluations, data gathering and as a tentative check list for analysis of current approvals procedures. This outline of the preliminary overview analysis is contained in Appendix II.

2. Detailed data gathering on existing Procedures of Approvals

Having identified the location of approvals functions within the Ministry, the Task Force set about, by means of interviews and direct submissions from the identified branches, to compile details of current approvals. The legislative authority, objectives, volumes, review procedures, standards, inter-relationships both within and outside the ministry, degree of delegation and manpower were included.

3. Detailed Analysis

As a first step, the Task Force identified four basic kinds of approvals mechanisms within the Ministry. These are as follows:

- (a) Licences
- (b) Permits
- (c) Certificates of Approval (or Provisional
Certificates of Approval.)
- (d) Quasi-Approvals.

A definition was structured to reflect Ministry usage of each of the above four kinds of approvals mechanisms. These are as follows:

(a) Licence

"An approval to person or company to perform certain general functions, for a specified period of time in accordance with regulations".

(b) Permit

"An approval to a person or company to perform a function in a specific situation or at a specific location, in accordance with regulations or conditions (general or specific)".

(c) Certificate of Approval (two approaches)

(i) "An authorization to initiate establishment construction or alternation of a thing and/or process including right to operate, all in accordance with the act and regulations, guidelines, etc.

(ii) As above, but without right to operate until a permit is issued".

(d) Quasi-Approvals

"An approval, advice or recommendation on technical policy aspects within the competence of the ministry, which is used as input into the decision making process of the Ministry of the Environment, another ministry or group having ultimate responsibility for an approval".

NOTE: These are ad hoc individual proposals treated largely as a series of isolated cases. No overall policy exists, and guidelines simply evolve.

Each of the identified approvals falling under any of the above definitions was analysed according to standardized headings, to ensure the most objective and meaningful analysis of the current approvals activities. These summaries and analyses are grouped under the respective definitions noted above and are attached to the report as Appendix I. Where necessary the Task Force included a flow diagram in an attempt to clarify the procedures involved in the processing of a given approval.

The Inventory of Current Approvals was summarized in Tables 1 and 2 following. These display the variety and complexity of the entire approvals function and facilitate analysis.

4. Evaluation Criteria for Alternative Approvals Procedures

As an initial step in the development of alternative approaches to dealing with approvals the Task Force made the following assumption:

"That all programmes and approvals currently within the ministry are equally worthy and justifiable. Priority judgements with respect to approvals and programmes are not within the terms of reference, nor the feasible time table of the Task Force".

The Task Force then proceeded to establish evaluation criteria that could be applied to the various alternatives for the approvals function. These criteria are as follows:

1. Client accessibility to service - travel distance or ease.
2. Client identification of delivery point, i.e. a person, the structure, public visibility of Ministry.
3. Service time required.
4. Uniformity in decision for common situations.
5. Feed-back for policy and administration review from an overall Ministry standpoint.
6. Accessibility by the approvals groups to data, (Province wide and other) reference material, research material.
7. Accessibility of the approvals groups within the Ministry to specialist staff, consultants, academics etc.
8. Cost - to government
- to client.
9. Manpower requirement.
10. Ease and effectiveness of conflict resolution - in the Ministry and outside the Ministry.
11. Single all-inclusive Ministry response (co-ordinated position).
12. Compatibility with municipal, regional, provincial policy and planning.
13. Completeness and ease of data input and compilation for use by all Ministry personnel.
14. Accessibility of the Ministry approvals groups to support services.
15. Responsiveness to provincial political considerations.

16. Responsiveness to senior Ministry management.
17. Responsiveness to local considerations.
18. Operational flexibility, e.g. overload manpower shifts.
19. Ministry staff acceptability of structure.

The criteria appeared to provide an objective means of evaluating a given approval mechanism.

THE TASK FORCE RECOMMENDS THE USE OF THESE CRITERIA AS AN APPARENTLY OBJECTIVE METHOD OF EVALUATING WHICHEVER ALTERNATIVES MAY BE SELECTED FOR DEALING WITH APPROVALS.

5. Development of Alternatives

The Task Force reviewed each of the four kinds of approvals undertaken currently within the Ministry and devised a number of alternatives for dealing with each. Included within the body of this report are only those which the Task Force considered to be reasonable alternatives. A brief description of each alternative is presented together with a brief outline of the advantages, disadvantages and implications, using the evaluation criteria referred to above.

6. Related Issues

In the process of its deliberations the Task Force identified a number of specific issues closely related to the entire approvals function. It also identified issues of fundamental policy requiring further analysis to assist in the development of immediate and future approvals procedures. These are described at the end of the main body of this report.

THE TASK FORCE RECOMMENDS THAT BEFORE ANY FINAL DECISIONS ARE MADE ON RE-ORGANIZATION OR DE-CENTRALIZATION, THESE RELATED ISSUES AND POLICY MATTERS BE GIVEN FULL CONSIDERATION.

TABLE 1 - INVENTORY OF CURRENT APPROVALS - SUMMARY

LICENCES					PERMITS					CERTIFICATES OF APPROVALS								
	WATER QUANTITY	PESTICIDES	P.W.N.W. (*)	TOTAL	WATER QUANTITY	PESTICIDES	P.W.N.W. (*)	WATER QUALITY	TOTAL	SANITARY ENGINEERING Sewage Works Water Works		INDUSTRIAL WASTES	AIR MANAGEMENT	WASTE MANAGEMENT	P.W.N.W. (*)	TOTAL	GRAND TOTAL	
Types	Water and Well drillers and borers	- Operator - Internimator - Assistance of internimator - Wholesale vendor - Certificate of employment.	Business for: - installing and servicing - storage and disposal (private sewage systems)		- Water Taking	- Permits to use (4) - Permits to buy (2)	- To operate sewage systems - To operate haul age and holding systems	- Aquatic Nuisance Control		Sewage Works	Water Works	Liquid Ind. Wastes other than listed.	Stationary facilities may emit contaminants into the air.	Certificate of Approval to: sites or Systems Provisional Cert. of Approval. Minister's Approval.	Private Sewage Systems (Construction)			
Legislative Authority		Pesticides Control Act E.P.A. Sections 49 & 50 Regulations 457/70	E.P.A. - Sections 61 and 94 Reg. in preparation		- O.M.R.A. Sect 37 Regulations	- Pesticides Act Regulations 457/70 - E.P.A. Part VI	- E.P.A. Parts VII, X, XIII Regulations	O.M.R.A. Sect. 38		O.M.R.A. Sect. 42 No Regulation	O.M.R.A. Sect. 41 No Regulation	O.M.R.A. Sect. 42 No Regulations	E.P.A. Sect 8-10 Regulations	E.P.A. Parts I, V, X, XIII Ontario Regulations 424.	E.P.A. Sect. 56 57, 58, 59, 94 Regulations (Draft)			
Time Valid	1 Year	1 Year	1 Year		Surface intake - 5 years. Ground intake - 10 years.	Specified job duration.	Indefinite	Specified job duration		Indefinite	Indefinite	Indefinite	Indefinite	1 Year	Indefinite or 18 months and renew.			
Volume Total	625	6,217	Not known except 200 in Muskoka and Parry Sound.	6,937	1,308	424	69,800	350	70,976	1,445	893	146	7,113	4,265	69,008	82,952	160,763	
High Complexity					200					101	132	166	1,390					
Low Complexity					1,108					1,344	861		5,723					
Manpower (Man-year)	11	5 + Exam Committee	19	35	6	- see licences (4) Field Officers	203	7 and Reg. Biologists	213	608 11 + 5 (Ministry Projects)	400	5	29	20	101	174	390	
Delegation	Head Office	Head Office	Head Office		Head Office	Head Office some to field	To lowest possible field level (generally field tech.)	Head Office		Head Office	Head Office	Head Office	Head Office	Head Office and Regional Engineers	Lowest possible level (generally district tech.)			
Inter-relationships in the Ministry of the Environment	None	None	Sanitary Engineering Waste Management		San. Engineering Industrial Waste Water Quality	Water Quality	None	San. Engineering Pesticides Control		Reg. Engineers Supervisor, Sewage Works Water Quality Water Quality	Water Quality Supervisor, Water Works San. Engineering Reg. Engineers	Water Quality Water Quality San. Engineering	Industrial Wastes Waste Management	Air Management Water Quality Ind. Wastes San. Engineering Plant Operators P.W.N. Pesticides	Air Management Water Quality Water Quality Labs. Branch			
Outside the Ministry of the Environment	None	None	M.T.C. TEIGA M.N.R.		M.N.R.	M.N.R. O.D.A.F. M.O.R.	None	Federal Department of Agriculture M.N.R.		M.N.R. TEIGA M.T.C.	TEIGA	M.N.R. Federal Ministry of Transport (Lake W. Quality)	TEIGA Municipalities, Federal Government	TEIGA Municipalities O.D.A.F. M.N.R. O.D.A.F.	Local Health Units. M.O.R. (re: Health aspects)			
Fees	\$10.00	Rev. \$15-\$20 Renewal \$5.00	Authorized will be in Regulations.		None	None	Included with Certificate of Approval.	None		None	None	None	None	Deep Wells fees per barrel disposed. Proposed abandoned cave & containers	Authorized amount under consideration			
Appeals	Regulations	Pesticides Licence Review Board	E.A.B.		E.A.B.	E.A.B.	E.A.B.	E.A.B.		E.A.B. E.A.B.	E.A.B.	E.A.B.	E.A.B.	E.A.B.	E.A.B.			
Standards	Regulations	Regulations	Reg. in preparation. MacLaren Report.		Guidelines. Almost Regulations in tobacco areas.	Regulations	See Certificate of Approval	Guidelines		Guidelines Water Quality Toxic Standards for fire fighting	Guidelines Water Quality Toxic Standards for fire fighting	Objectives for effluent Guidelines Water Quality Toxic Standards for fire fighting American Petroleum Institute.	Guidelines Env. Guidelines Toxic Formal Regulations	Regulations Guidelines	Regulations (draft) Guidelines MacLaren Study			

(*) Includes actual program and estimate expansions. Source: Appendix 1 - A, B and C.

TABLE 2 - INVENTORY OF CURRENT QUASI-APPROVALS - SUMMARY

Branch and types	Pollution Abatement Act	Farm Certificate of Compliance	Snow Dumping	Permits Reviews (Federal)	Equipment, Materials and/or process suitability	Pre-Grants Reviews	Land Use	Environmental Impact Reviews	Totals
	Financial Services Pollution Abatement Incentive Act	Air Management Farm Certificate of Compliance	Sanitary Eng. Snow Dumping	Water Quality 1) MWPA (Federal) 2) Public Lands Act 3) M.T.C. river crossing.	1) Plumbing. (S.E.) 2) Boasting Sewage. (S.E.) 3) Sewage & Water Supply Systems. (S.E.) 4) Private Sewage and Systems. (PWMM) 5) Air. (A.M.) 6) Liquid Industrial Waste. (I.W.) 7) Handling and disposal of waste. (W.M.)	O.D.C. (SE,AM,IW) I.D.B. (AM) D.R.E.E. (AM) ARDA (AM) I.C.C. (AM) M.O.E.D. (PWMM) CMHC (SE)	1) Severance (PWMM,AM) 2) Subdivisions (SE,PWMM,AM) 3) Zoning By-laws (SE,PWMM,AM) 4) Official Plans (SE,PWMM,AM) 5) Input to Regional Development Plans (SE,PWMM,AM)	Strategic Planning: 1) Public projects. 2) Private or municipal projects.	
Legislative Authority	P.A.I.A. 1970	None	None	None Proposed Certificate of Approval	None	Indirect (Abatement)	No direct Indirect by Planning Act and EPA (Abatement)	None	
Time Valid	One Time	Indefinite	Varies	Not applicable	Not applicable	One Time	Indefinite	Indefinite	
Standards	Each Branch	"Code of Farm Practices"	General Guidelines Water Quality	Guidelines Water Quality individual merits.	General engineering principles	Same as formal approvals	None (Past experience)	As state of arts develop	
Volume of Work (*)	S.E. 35 (1/2) I.W. 175 (1/2) A.M. 350 (1/2) W.M. 120 (1/4) P.S. 620 (1 1/2)				Equal to total Certificates of Approval in branches other than P.S.W.M.	S.E. 113 (1/24) A.M. 794 (1/2) I.W. 250 (1/2) PWMM 120 (2/3)	S.E. 1,235 (14) PWMM 44,855 (125) A.M. 170 (2)	Not known	
TOTAL	620	455	50	300		1,277	46,260		48,962
Manpower Man/Year	3	3 1/2	1/2		5 - 10% of total approvals manpower.	2	141	Not known	150
Delegation	Head Office Financial Services Coordination	Abatement Section Field Eng. (A.M.) Local Rep. (OMAF)	Field Regional Engineer	Head Office	All levels	Field and Head Office	Field	Head Office (policy implications)	
Inter-relationships In Ministry of the Environment	Circulated by Financial Services to Branches	None	Water Quality Water Management	P.W.M.M. Sanitary Eng. Industrial Waste Regional Biologist Waste Management	Laboratories Branch Research Branch Water Quality Ad hoc consultation	None	S.E. co-ordinates Water Quantity and Water Quality	As required from branches	
Outside Ministry of the Environment	Ministry of Revenue TEISA	OMAF	Municipalities	M.N.R. M.T.C. Other provinces Agencies	Canadian Standards Association. Related Industries and users. Federal Government and other agencies.	Ad hoc with municipalities Farm Credit Corp.	Municipalities TEISA M.N.R. Lobby groups	As required from other agencies	

(*) In brackets a breakdown.

Source: Appendix I-D

EXAMINATION OF ALTERNATIVES

LICENCES

INTRODUCTION

Table 1 and Appendix 1A tabulate the licences issued at present by the Ministry. These total approximately 7,000 issues per year and involve approximately 16 staff. The descriptions and evaluations of alternatives outlined below should be read in conjunction with Table 1 and Appendix 1A.

Licences are issued by the following Branches:

1. Water Quantity Management Branch for well drillers and borers.
2. Pesticides Control Service for a variety of operators, businesses and vendors.
3. Private Waste and Water Management Branch for businesses involved in constructing and servicing private sewage disposal systems or hauling wastes.

NOTE: This is a programme presently in its development stages (by directive of the Cabinet).

These licensing operations are presently carried out independently of each other.

ANALYSIS OF THE LICENSING FUNCTION

The present system of licensing in Water Quantity, Pesticides and as proposed for Private Waste and Water Management, is partly centralized and partly in the field. Renewals are largely handled as a routine matter in all cases, if there have not been any violations of regulations or complaints.

On a first time issue of licences for Pesticides or the Private Waste and Water Management Branches examinations will be required. To date, the practise of the Pesticides Control Service has been to hold these examinations in the various field areas. Upon successful completion of the examinations, the applicant is issued his licence from Head Office.

In Water Quantity, the applicant merely makes written application which must be substantiated by a licensed well-driller, indicating that the applicant has at least two years experience. Once these conditions are satisfied, the licence is routinely issued from Head Office.

The basic characteristic of licensing within the Ministry is that it is primarily a clerical function, because almost all of the licences are renewals.

Technical staff are involved, however, in training examining and evaluating applicants, and in some cases, examining the equipment and facilities in the field. Licences may be suspended or revoked where performance does not meet the standards.

The Task Force considered four alternatives for dealing with the licencing function. The advantages and disadvantages of each alternative were evaluated against the evaluation criteria described elsewhere in this report.

ALTERNATIVE 1

THE AS IS SYSTEM (THREE SEPARATE LICENSING OPERATIONS)

Description:

This is dependent on maintaining the attachment of each of the three licensing operations to its respective operational branch, that is Pesticides Control, Water Quantity and Private Waste and Water Management

Evaluation

1. From the client's standpoint, the specialized nature of the operations being licensed are such that the operator readily identifies at present where he must seek his licence. Because of the procedures he has ready access to the licensing service, primarily through the normal mails. Service turnaround time for issuance and uniformity of decision for common situations are inherently good in the present specialized, individual licencing groups.
2. From the Ministry's point of view, the technical feed-back mechanism for development of policy and administrative procedures, accessibility to reference data, technological standards, data recording and compilation and accessibility to specialists staff and consultants seem to be the best possible. The present system provides for an optimum use of manpower at a given central point.
3. The present system because of its location at one central Head Office point, lends itself readily to innovations and improvements such as electronic data processing which would likely be located at a central point.

ALTERNATIVE 2

ONE CENTRAL INTEGRATED MINISTRY LICENSING OPERATION

Description:

This alternative involves combining into one group, the three presently operating licencing bodies at Head Office. The reporting relationship would be established in any overall re-organization.

Evaluation

1. Under a central single licensing operation, a major disadvantage would be that the licencing group would exercise essentially a clerical function, without direct access to the technical staff that is necessary to judge the advisability of issuing, or renewing a licence.
2. Under this alternative the client could lose identity with the technical group to which he would turn for advice on the operation of his business. In frustration, the client might resolve his operational problems as he sees fit, in which case the Ministry could end up with a difficult abatement problem.
3. There could be a tendency for such a client who is interested in the specialist type of licence to go first to the technical group, either at Head Office or in the region and attempt to have the technical group exert pressure on the licensing group. This would create management conflict between the two which would be clearly visible to the client group.

ALTERNATIVE 3

THREE SEPARATE LICENSING OPERATIONS (AS AT PRESENT) BUT REMOVED TO REGIONAL OFFICES

Description:

This alternative assumes that the operational branches that now have within them the licensing functions would retain their identity in each of the regional offices that might be established.

Evaluation

1. In situations where the client is required to make personal contact on matters related to licensing, the accessibility to the service, the identification of the delivery point for the service and the service turnaround time could be an improvement over any centralized operation. The client might consider the licensing operation as a more personal type of service than the present system which involves use of the mails.
2. This alternative would be responsive to local needs and considerations in terms of conditions that would be unique to the area. In certain instances this local responsiveness could take the undesirable form of pressure on the Ministry to issue licences because of local interest groups or personalities.
3. From the Ministry's standpoint, the system would permit operational flexibility, in that necessary manpower could be placed at the disposal of the licencing group to handle peaks in their work schedule. This may prove to be only a minor advantage.
4. In terms of disadvantages both from the client's and the Ministry's standpoint, there could be difficulty in having uniformity in decision making for common situations. From a cost point of view the government would be required to maintain staff for issuing licences in certain parts of the Province where there is limited activity in this function. Under such a system, the advantages would be only to the Water Quantity Branch in the issuance of well drilling licence and to the Private Waste and Water Management Branch in that their client groups are dispersed throughout the rural areas primarily.

4. (Cont) In the Pesticides group, which accounts for the bulk of the licensing activity, the client group is primarily in the urban centres. Should however, the location of Ministry regional offices coincide with the urban centres, this could disappear as a problem.
5. The feed-back for purposes of policy and administrative review by the Ministry could pose a problem, because of more than one issuing location.
6. It is highly likely that the operators who are issued licences will not have an operating territory which is coincident with the Ministry's regional boundaries. The issuance of licences therefore, would have to be provincial or regional covering the operating territory of a particular applicant. If the licensing function is handled as proposed in this alternative, there could be a problem in controlling the operation of individual licencees, if the monitoring of his operation is shared between two regions of the Ministry.
7. The practicality of Alternative 3 or any alternative centred in the regions is dependent on the establishment and maintenance of a central data bank from which the record of performance of individual licencees can be extracted readily, without reference to the regional boundaries of the Ministry.

ALTERNATIVE 4

ONE INTEGRATED LICENSING OPERATION WITHIN AN APPROVALS GROUP IN EACH REGION

Description:

This alternative is the same as Alternative 2 except that the function is completely de-centralized.

Evaluation

1. In practise this Alternative 4 would differ very little in an operational sense from Alternative 3. Basically the advantages and disadvantages of Alternative 3 would apply to Alternative 4, as would the disadvantages of Alternative 2.
2. There are some marginal advantages over Alternative 3. These include:
 - (a) Operational flexibility in matters such as shifting manpower to deal with peak load situations.
 - (b) Data collection compilation and analysis for use overall by the Ministry.
 - (c) Ease of feed-back for development of policy and administration based on experience.

CONCLUSIONS, RE: LICENCING

The Task Force concludes as follows:

1. The client is being well served under the present scheme and would be served only marginally better under a decentralized system. This is true for which ever type of organization is established for the licensing operation.
2. From the Ministry standpoint any centralized system is superior in that it affords a provincial overview and control of the total operations. However, should a decision be made to decentralize the licensing function, the principal matter requiring serious consideration is control of the decision making process to ensure uniformity in the application of standards and evaluation of performance.
3. There appears to be some advantage in having the licensing operations attached to the skilled branches in terms of client advice concerning the operations to be covered by any given licence.

4. A general point which would be true of all alternatives is the levelling out of peaks which arise because of the coincidence of renewal dates. At present almost all licences and renewals become due at the same time of the year. This places a tremendous workload for a single period in the year upon a limited staff. Under which ever alternative is chosen consideration should be given to either:
 - (a) distributing renewal dates evenly throughout the year; or
 - (b) making the licences valid for periods of more than one year, and possibly in conjunction with (a) above.
5. The licensing operation is not so critical that it would make a difference in the acceptability or non-acceptability of whatever organizational structure is finally adopted for the total Ministry. Uniformity of application of standards and evaluation of licensee performance are the critical factors.

PERMITS AND CERTIFICATES OF APPROVAL

INTRODUCTION

By inspection the Task Force concluded that discussion and examination of alternatives for Permits and Certificates of Approval could best be handled together. Table 1 and Appendix 1B and 1C tabulate the Permit and Certificate of Approvals presently handled in the Ministry. There are a total of approximately 71,000 permits involving 338 staff and 83,000 Certificates of Approval handled by a staff of approximately 140. It must be noted here that these figures include the estimated municipal and Ministry staff and the related workload necessary to put into full operation the PWWM programme. The descriptions and evaluations of alternatives outlined below should be read in conjunction with Table 1 and Appendix 1B and 1C.

Permits are issued by the following Branches:

1. Water Quantity Branch for water taking.
2. Pesticides Control Service for two permits to buy and four permits to use pesticides.
3. Private Waste and Water Management Branch to operate private sewage disposal systems and to haul, store and dispose of hauled wastes.
4. Water Quality Branch for aquatic nuisance control.

Certificates of Approval are issued by the following Branches:

1. Sanitary Engineering Branch for sewage works and water works.
2. Industrial Wastes Branch for liquid industrial wastes other than hauled.
3. Air Management Branch for stationary facilities that may emit contaminants into the air.
4. Waste Management Branch for systems to collect, store, haul and dispose of waste other than previously noted.

5. Private Waste and Water Management Branch
for private sewage disposal systems.

Although there are ad hoc consultation mechanisms built into all Permit and Certificates of Approval procedures, the individual branches tend to operate independently of each other.

The Task Force considered organizational structure only in so far as they might affect the internal operations of any approvals mechanism. To permit maximum flexibility in the establishment of overall Ministry re-organization, the Task Force gave only minimal indication of the reporting relationship of the approvals alternatives.

The existing structures designed to handle approvals in the different branches of the Ministry were examined and the alternatives were developed and evaluated from this examination.

ALTERNATIVE 1 - THE AS IS SYSTEM

Description:

This alternative is simply a continuation of the present system operated by the individual branches.

Evaluation

1. The present system upon evaluation proved to be satisfactory from the standpoint of the various client groups. Accessibility to the service, identification of delivery points and service turnaround time are adequate.
2. From the Ministry's standpoint, accessibility of the approvals groups to data and specialist staff, cost, manpower requirements, accessibility to support services, and responsiveness to senior management and operational flexibility are adequate.

3. Disadvantages from the Ministry's standpoint include difficulties in achieving feed-back for policy and administration review, in resolving conflicts amongst branches, in getting a co-ordinated Ministry position, in assuring municipal or regional compatibility in policy or planning, in getting complete and easy access to data and its compilation and a lack of responsiveness to local considerations.
4. If the present system were simply decentralized to a regional structure most of the above noted advantages to the Ministry would become disadvantages. The position for the client would change very little. Some minor advantages might be achieved.

ALTERNATIVE 2

CENTRAL GROUP FOR APPROVALS WITHIN EACH ENVIRONMENTAL MANAGEMENT SECTOR - AIR, WATER, LAND

Description:

The first step in developing and evaluating Alternative 2 was to examine the possibility of grouping together all approvals related to water, in the same fashion as all approvals related to air and land are grouped. Chart 1 identifies the possible present water groups that could be involved in a single water approvals group. The chart illustrated the type of grouping that might occur if the approvals function were quartered at Head Office. In addition, it includes the approvals function on aquatic nuisances currently within the Water Quality Branch, Biology Section. It is understood that the intention is to transfer this to the Pesticides Control Service, but the Task Force considers that this approval might be more appropriately grouped with any overall water approvals.

Similarly, the water taking permit function of the Water Quantity Branch is included in the amalgamated water approvals group.

The PWWM permit and certificate of approval functions were initially considered to be a logical part of this group.

The air and land management sectors would remain essentially intact, with their own approvals groups.

Evaluation

1. (a) One of the first obvious flaws in attempting to group all water approvals is the operation of the Private Waste and Water Management Branch. The significant difference between the approvals within that operation and the approvals in the other water oriented branches is that the approvals and abatement functions are carried by the same field personnel.

- (b) The PWWM functions and approvals have a very fine mesh local delivery characteristic which is not common to any of the other water oriented approvals.
 - (c) PWWM and its function are not entirely water oriented but rather are a combination of water and soil concerns.
 - (d) The PWWM group may in the near future have to concern itself with the situation of private individual disposal systems that involve incineration.
 - (e) PWWM may have a function which should be considered in a new type of approval dealing with trucked water supply. The control of sanitation in ice huts also requires formal control.
 - (f) The deficiencies identified during the review of existing approvals or quasi approvals within the Ministry indicate that problems exist in the inspection or enforcement of plumbing standards in smaller municipalities or rural parts of Ontario.
 - (g) Despite the above analysis and the emphasis of PWWM on a field oriented service, there would have to be liaison representation from PWWM to the air, water and land approval groups.
2. In examining the issuance of water taking permits presently within the Water Quantity Branch, Water and Well Management Section, it appears that there would be no disadvantages and certainly no significant advantages in placing such a function within a central water approvals group.
3. The Industrial Wastes Branch approvals functions under such a combined water approvals group could suffer some loss of service to the industrial client group because of a separation from the present branch structure. At present, the abatement or field services group of that branch work in concert with the Design Approvals group developing abatement programmes and processing applications.

3. In addition, a Special Projects group within the Branch is
(Cont) used to assist in developing standards. In reviewing this Special Projects group function against, for example the similar function of the Air Management Branch in the Approvals and Criteria Section, the Task Force concluded that it might be advisable to include within the Industrial Waste Design Approval group elements of the Special Projects group. In this way there would be a skilled engineering group readily accessible for complicated approvals related to industrial wastes.
4. With respect to Sanitary Engineering Design Approvals the Task Force does not see any difficulty in combining its approvals with the other water oriented approvals. It should be noted that the Ministry Projects group of Design Approvals would not be included.
5. The Task Force reviewed the aquatic nuisances permits and concluded that this is a function related more to overall water management than to Pesticides Control. The Task Force recognized that the programme involved the application of certain sophisticated chemicals; nevertheless, this application is primarily directed at effective water management and not at the control of the chemicals themselves.
6. Under this alternative, the central approvals groups within each of the Air, Water and Land sectors could function effectively even if the other major functions of the Ministry were to be decentralized to regional offices. Under this arrangement, the regional offices might act as the service access point for the receipt of applications but the issuance of approvals would remain with the head office approvals groups. The field staff would act as "the eyes and ears" for the approvals groups stationed at head office. Whether or not the actual technical analysis and effective approval is done at head office should not matter to the client, so long as the client identifies the regional office nearest him as the access point.

7. The principal advantage of this alternative is that the approvals function can be carried out with little or no increase in the number of persons presently involved. In addition the pool of experts at head office facilitates the day-to-day consultation necessary to ensure that the most up to date approaches are used by all persons involved in approvals.
8. A continuing disadvantage of this alternative is that more than one approval may be required to cover the same project.
9. A disadvantage of this alternative would be the delay and shuffling of paper between head office and the regional access point for the client groups. However, with modern communications, such as telex, this disadvantage might be minimized to the point where in fact it is negligible. In addition, through time the clients who deal on a significant number of applications with the Ministry would probably discover who at the Central Approvals Groups is responsible for certain types of reviews, and might in fact avoid any significant dealings with the regional office.
10. Further advantage of this alternative is that the regional director may find it much easier in difficult situations to deal with local applicants from a purely technical standpoint because of the separation of the Approvals Groups in a Head Office location and the actual issuing point in a regional office.
11. The establishment of standards that are uniform is a necessary step to any effective de-centralization of the approvals function. Because of the complex nature of the standards and the difficulty of developing them quickly, alternative 2 is extremely effective in ensuring uniformity in the approach to approvals. This is so because the group involved in approvals is relatively small centred at one point and has the ability to confer on almost a momentary basis in unusual situations for which standards have not been developed.

ALTERNATIVE NO. 2

[illegible]

If necessary they can also have ready access to significant Toronto based technical groups in either consultant practise, universities, etc.

ALTERNATIVE 3

CENTRAL GROUP FOR APPROVALS COMBINING APPROVALS FOR AIR, WATER, LAND ETC.

Description: (Chart 2)

A logical evolution from Alternative 2 is the amalgamation of the several individual approvals groups into one operation situated at head office. In the day-to-day operation, applications would be screened in accordance with guidelines within this approvals group in order to determine whether the application was one primarily concerned with Air Management; Water Management and Land Management etc. The group having the primary interest would be responsible for co-ordinating all aspects of that particular application, including the integration of the concerns and constraints of their colleagues, i.e. air, water, land etc. The result would be the issuance of a single Ministry approval certificate or permit, incorporating all the conditions required to satisfy air, land, water etc.

Evaluation

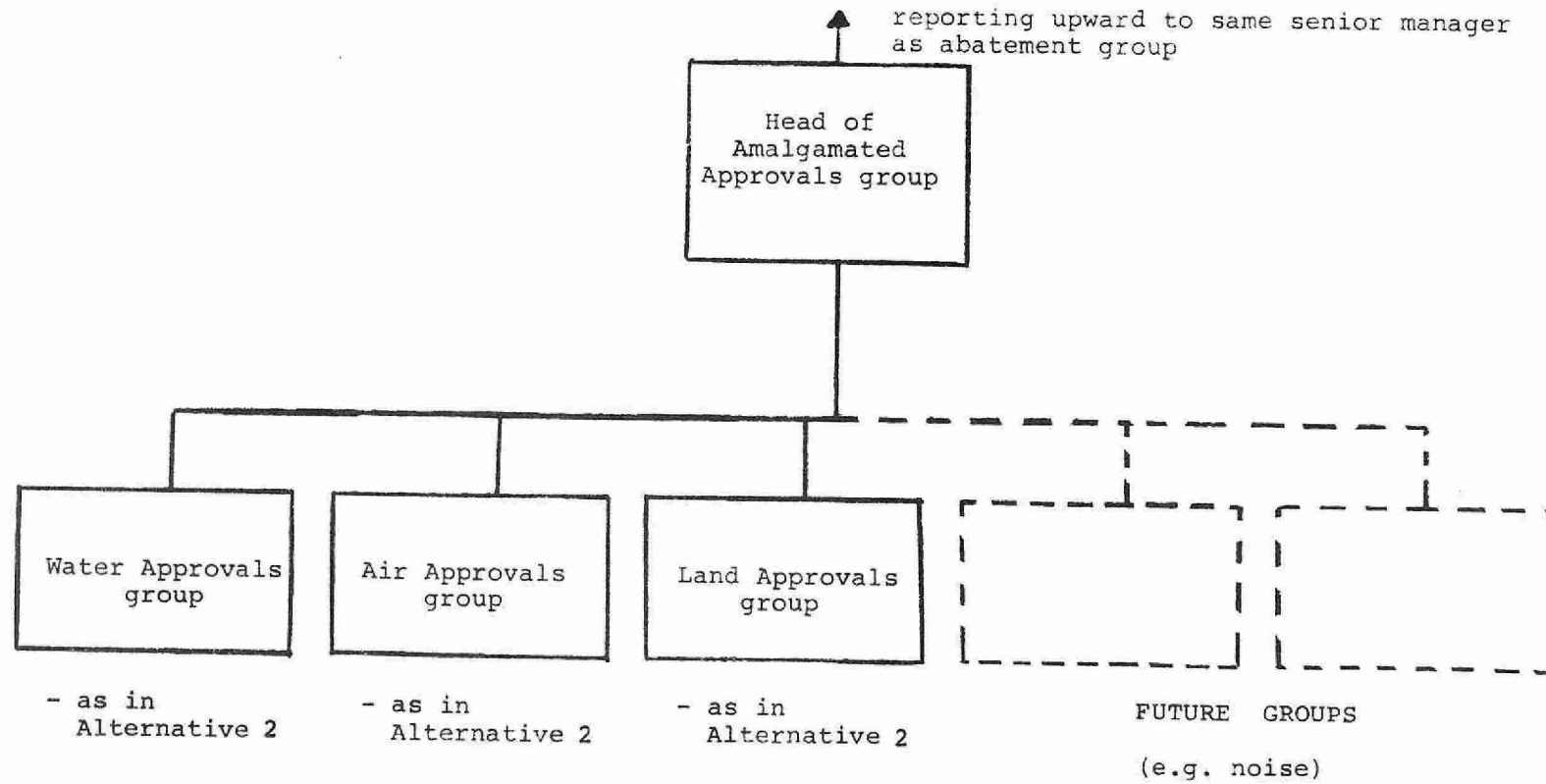
1. The principal advantage of this alternative is that the Ministry can issue a single certificate covering the entire field of environmental management under its jurisdiction. The direct benefit of this single approval is the maintenance of uniformity amongst a decision covering common situations. Policy conflicts amongst air, water, land management etc., would be kept to a minimum and could be resolved internally as required.

2. Under this alternative the development of policies, approaches, standards, criteria, guidelines etc., would be facilitated in that all of the persons primarily involved in the Ministry would be reporting to one point.
3. Essentially all of the advantages and disadvantages noted for Alternative 2 apply to Alternative 3. A major difference is the advantage gained by Alternative 3 in cross fertilization of the various skills involved in dealing with approvals from the air, water, land management etc., standpoints.
4. In examining the variety of quasi-approvals (see Table 2) identified as presently on-going within the Ministry, this scheme would facilitate an overall Ministry response, on matters such as pre-grants reviews, the Pollution Abatement Incentive Act, and equipment, materials or process suitability advice.
5. With respect to the PWWM operation, this function within the Ministry has a delivery point which is at the lowest local level possible. Therefore, as in Alternative 2, its approval function would have to be at the regional or district level.

Despite the above, the Task Force consider it appropriate to make provision for a liaison or some form of on-going involvement with this approvals group for the group involved in the approvals of the PWWM Branch. No totally satisfactory structure or relationship can be developed that will be lasting with respect to the PWWM and any approvals group. This is so because the approvals functions of the PWWM will be continually evolving. Some of the direct responsibilities that are envisaged for the Ministry initially will be delegated to municipalities. However, even with that delegation there will be the necessity of a Ministry control of quality of enforcement of the regulations governing approvals.

CHART NO. 2

ALTERNATIVE NO. 3



5. The Ministry will have to control the standards of environmental quality, equipment, methods of operation, qualifications of personnel, etc. related to the PWWM programme to ensure attainment of Ministry objectives.
6. Because the entire function of effective environmental quality management is an evolving one, various new programmes involving approvals will continue to emerge, thus necessitating the inclusion of additional staff or operations in the Ministry. With a centralized, well identified operating approvals group, there is maximum flexibility in terms of moving programmes and persons in and out. Further, on these new programmes quickest integration with existing approvals can be achieved.
7. A basic implication of Alternative 3 is that the Ministry be organized on functional groupings. Therefore, such groupings as project development, construction and operation, regardless of the type of utility, i.e. water supply, sewage treatment or industrial waste disposal could be under a utilities arm of the Ministry. As such this group would have no direct relationship with either abatement or approvals within the Ministry and would simply be another approvals client of the Ministry.

ALTERNATIVE 4

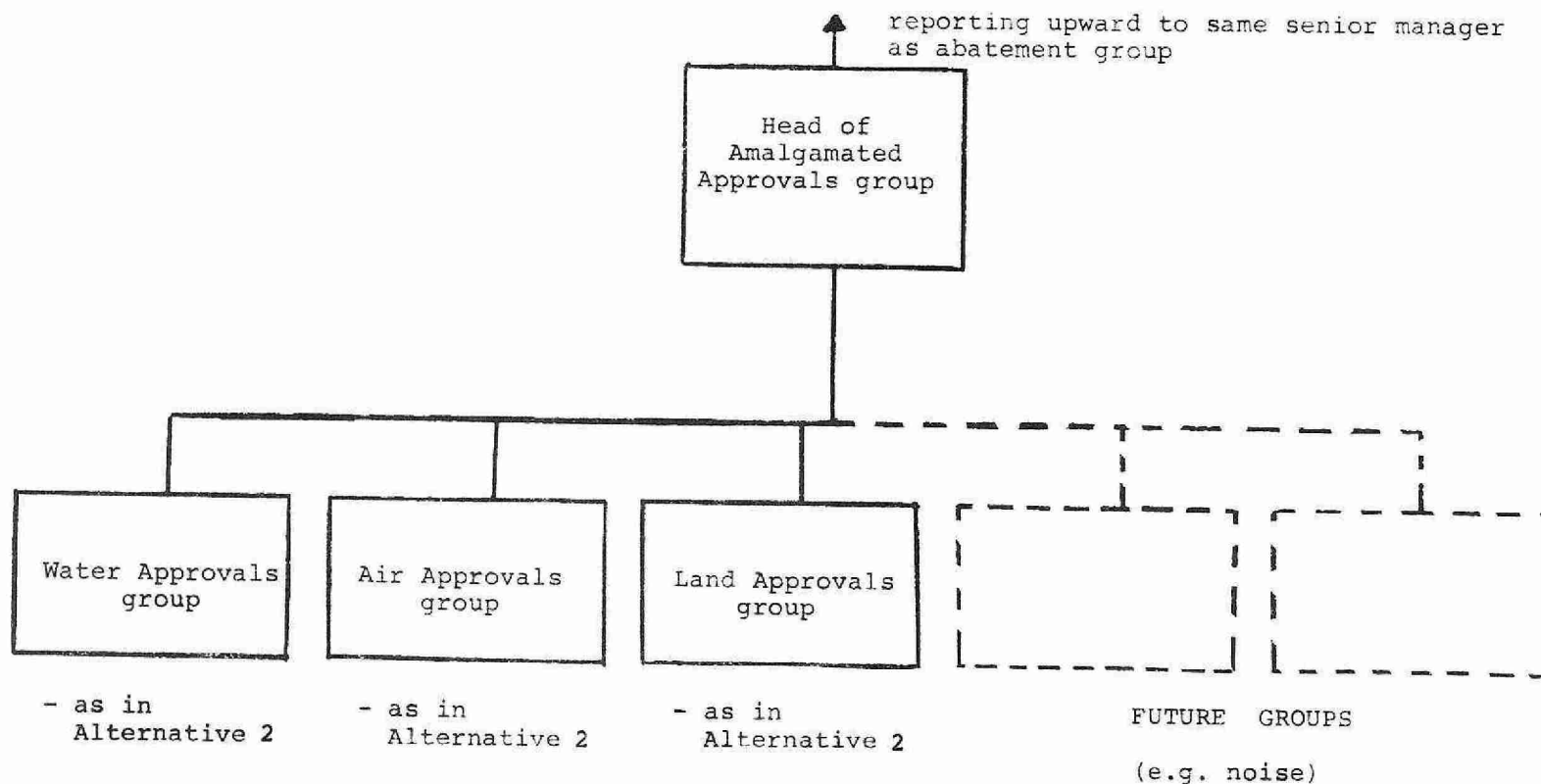
PROGRESSIVE DELEGATION OF APPROVALS FUNCTION TO THE REGIONAL LEVEL UNDER THE STRUCTURE OUTLINED IN ALTERNATIVE 2 OR ALTERNATIVE 3

Description and Evaluation

1. After a thorough examination of the current approvals activities and procedures within the Ministry, the Task Force comes to one over-riding conclusion affecting the delegation of approvals functions to the regional level. Clearly defined standards which deal with specific installations, processes or equipment as well as with overall integrated environmental objectives of both the Ministry and the province as a whole, are necessary.

CHART NO. 2

ALTERNATIVE NO. 3



2. Placing the priority on immediate decentralization of approvals, with the inherent weakness of no effective integrated standards, can be expected to result in a lower level of effectiveness and consistency of approach to approvals.
3. This alternative would necessitate the establishment of a technical advisory pool at head office, because of the impracticality of positioning all necessary technical skills in each of the several regions.
4. Because of the pressure from local client groups to get approvals as quickly as possible, there would be a tendency to deal with matters at the regional level without involvement of the skilled technical groups centred at head office. This in the absense of the necessary guidelines or standards would result in the balkanization of the Ministry into essentially 6 ministries with all of the attendant implications.

SUMMARY

While the Task Force makes no formal recommendations, the following summary may be helpful to anyone using this report.

- 1) It was found that the function of licencing could be placed almost anywhere in a restructured Ministry without seriously affecting the efficiency or effectiveness of this function, or other functions.
- 2) This report gives a description and evaluation of the following 5 alternatives for handling the permit and certificate of approval functions.
 - (a) Alternative 1 deals with the existing practices.

- (b) Alternative 2 is essentially a modified or streamlined form of current practices, wherein the approvals functions would be structured into 3 separate operations. The major advantage and disadvantages shown for Alternative 2 would apply to any Ministry restructuring, in which the approvals functions were split between two or more branches or operations; e.g. Ministry reorganization to reflect client groups.
- (c) Alternative 3 envisions one central approvals operation. The characteristics of this alternative would be equally applicable to any Ministry structure in which the traditional individual branches having approvals functions were to be combined into one. This would be true also for most "functional groupings" structures.
- (d) Alternative 4 indicates the effect of planned and gradual decentralization of the centralized approvals of Alternatives 2 and 3.
- (e) Alternative 5 evaluates the effects of sudden and complete decentralization of all approvals functions.

3. Time did not permit an exhaustive study of all possible alternatives. However, by examining implications of the broad alternatives selected above, the major effects on and of the approvals functions, on any proposed scheme of reorganization can be readily evaluated.

RELATED ISSUES

RELATED ISSUES ARISING FROM DELIBERATION ON
APPROVALS WITHIN THE MINISTRY OF THE ENVIRONMENT

1. Environmental Hearing Board, Ontario Municipal Board
and Public Participation

In the examination of the approvals procedures, the Task Force uncovered a number of critical issues associated with the Environmental Hearing Board. The resolution of these matters is important in any consideration of a structure for handling the approvals within the Ministry of the Environment.

Specifically the matters which requiring consideration with respect to this Hearing Board are as follows:

- (a) Different procedures, and guidelines for calling a hearing are in use in different branches. These relate to a variety of approvals that involve the Environmental Hearing Board. In some cases hearings are mandatory, in others they are optional. Where they are optional no guidelines appear to have been evolved to assist the Executive Director in determining when and under what conditions a hearing shall be called, and what matters are to be considered before the Hearing Board.
- (b) In certain instances, such as the hearing for the Waste Management Branch, the Environmental Hearing Board appears to be a mechanism to permit "public participation". In any meaningful public participation, the public should be involved in the early conceptual stages. Under the present procedures of the Environmental Hearing Board this public participation comes only after a specific proposal has been put forward. The experience within the Ministry of Transportation and Communications with holding hearings for the public at this stage indicates that this is not effective in achieving "public participation".

This experience is particularly significant when the Environmental Hearing Board is used in projects initiated or proposed by the Ministry itself, in which "public participation" is desired.

- (c) The role of the Environmental Hearing Board and that of the Ontario Municipal Board in many instances appear to be duplications. If the role of the Environmental Hearing Board is to resolve environmental issues, then there is some doubt as to whether or not the Ontario Municipal Board should be permitted to deal with these same issues. If the Ontario Municipal Board is to deal with the community, or sociological aspects of various types of proposals that could have any environmental implications, then there may be no need for an Environmental Hearing Board.

Part of the problem may be that the Ontario Municipal Board has procedures which enable concerned individuals or groups of the general public to cause a hearing, on a specific matter. However, with the Environmental Hearing Board the calling of a hearing is at the discretion of an Executive Director or more senior staff member of the Ministry

Where land use changes having environmental implications are dealt with under provisions of The Planning Act, invariably the public turns to the Ontario Municipal Board to voice their views. A recent example is the hearing over the proposed Metro Toronto Sanitary Land fill in Pickering Township.

- (d) In cases where one Ministry branch makes presentation to the Environmental Hearing Board of a proposed works. e.g. a new sewage treatment plant, the technical matters presented before the Environmental Hearing Board are generally confined to the engineering details presented by that one branch. If other branches such as Air Management have valid concerns over the location of a plant, they are forced to present their own evidence before the open hearing of the Environmental Hearing Board. This shows, in the eyes of the public, an obvious lack of internal coordination within the Ministry of the Environment.

Serious consideration must be given to procedures whereby the Ministry puts forward a comprehensive total environmental analysis of alternative proposals, especially where these deal with Ministry projects.

This type of presentation and the role of the Environmental Hearing Board may be resolved, in a large measure, by the policy proposals presently before the Resources Development Policy Field Committee, dealing with a system of Environmental Impact Analysis.

- (e) If the Environmental Hearing Board is to review and recommend upon the technical aspects of environmentally sensitive proposals, then the composition of the Board may have to be altered to incorporate a greater degree of technical skills.

2. Data Bank and Management Information System

A constant thread running through the entire analysis of approvals within the Ministry has been the question of compilation and ready access to environmental data. With any decentralization of approvals, and certainly of abatement, the experience for common situations of other regions of the Ministry must be readily accessible, to ensure uniformity of decision.

In addition, the development of broad environmental policies and specific standards, criteria and guidelines will be only effective as is the information system upon which these are based.

Recommendations on the most effective means of putting together such a data bank and management information system are beyond the terms of reference of the Approvals Task Force. However, its importance to the overall mechanics of approvals cannot be stressed enough.

THE TASK FORCE RECOMMENDS IMMEDIATE CONSIDERATION
OF THIS ISSUE AS PART OF THE OVERALL MINISTRY
REORGANIZATION.

3. Integrated Standards and Criteria

Objectives and specific standards for environmental quality, equipment and operations are prerequisites for the writing of definitive regulations. These in turn are critical to effective control in decentralization and delegation.

Ministry of the Environment objectives and standards of environmental quality interact with the objectives of other ministries. They therefore cannot be established in isolation from other government programmes designed to meet social or economic goals for the Province. Uncoordinated programme development by various ministries to meet their particular objectives or goals may result in totally unacceptable environmental situations. Therefore inter-ministry consultation in the development of goals objectives, programmes and standards is essential to the achievement of overall provincial environmental quality objectives and standards.

At present, within the Ministry of the Environment there is no overall operating mechanism for putting together the Ministry's input to any such discussions leading to proposals for provincial environmental objectives and standards. This is important also in dealing with the United States or the governments of neighbouring provinces.

As the lead agency within the provincial government on environmental matters, the Ministry of the Environment must initiate action leading to effective provincial environmental objectives and standards. Because of the implications on public health and land use, the development of these environmental objectives and standards cannot be dealt with purely within the Resources Development Policy Field.

The measurement of programme effectiveness for the multi-year forecasting and Planned Programmed Budgeting mechanisms is vital. Such measurement would be facilitated by the development of overall objectives and standards.

The evolving nature of Environmental Management, is such that standards cannot be treated as static. This necessitates an on-going mechanism to review constantly technological innovations and experience in the application of environmental standards in this province and in other jurisdictions. Clearly, the Ministry cannot hope to house within its own structure or elsewhere within the government all the expertise necessary to deal with environmental standards.

Mechanisms that provide ready access to research groups, universities, etc must be devised and operate on an on-going basis. The most sensitive and earliest available indicators of serious environmental degradation may be found through an estimation of impact on plant and animal life. The Ministry should consider the establishment of highly scientific advisory group to assist in relating data gathered by the Ministry to broad environmental effects.

4. Land Use and Effective Environmental Management

Preventative Environmental Management depends on land use policies which reflect environmental constraints and concerns effectively. The failure in the past to recognize this important inter-relationship has lead to a system whereby we have been forced to react to environmental problems whose origin can be readily traced to ad hoc land use policies and decisions.

The preoccupation, since 1946 when The Planning Act was first passed in Ontario, has been with the separation of land rather than planning. This persists to the present. This is clearly illustrated by the combined actions of local Committees of Adjustment and Land Division Committees. More lots are created by their individual approvals than by the formal approvals mechanism of subdivisions. Unfortunately, the majority of the individual lots created are such that no overall environmental consideration is given.

The effects on this Ministry can be most readily identified by an examination of the existing and proposed programme under the Private Waste and Water Management Branch. The vast volume of existing lots and lots being created by local Committees of Adjustment without full consideration of environmental or long range planning objectives necessitates costly multi-visits and inspections as well as direct engineering consulting by the staff of the PWWM. In addition, in many situations the person who is applying for permits for private sewage disposal systems may not be the one initially involved in the creation of the lot. Any attempt to deny permits and thereby preclude building is futile, even for sound environmental reasons.

The development of Ministry standards and programmes must reflect land use planning considerations. To do this effectively the Ministry must be in a position to put forward a coordinated environmental framework upon which land use can be structured. Similarly, it must be in a position to evaluate alternative regional land use proposals from the environmental point of view. Only in this way can the environmental issues associated with land use and economic development of the province be effectively put forward to the policy makers.

Our analysis of alternative approvals mechanisms for the Ministry has highlighted the necessity of considering land use implications in approvals. At present a number of branches in the Ministry comment individually and in isolation of each other to municipalities and to the Ministry of Treasury, Economics and Intergovernmental Affairs on individual plans of subdivision, applications for severance and official plans. This fragmented approach is not conducive to an effective Ministry input to land use policy development.

A coordinated Ministry response to these individual proposals would go a long way to minimizing future environmental abatement problems. However, it would merely be an improvement over the present situation. What is necessary is a mechanism whereby the Ministry can influence the direction of land use policy at the conceptual stage. This can most effectively be achieved through a hierarchical process of planning as envisaged under the Regional Development Programme, Designed for Development Phase III. At present the Ministry is not structured to input effectively to such a provincial programme.

A previous examination (1972) of land use planning approvals procedures within the Ministry was used by the Approvals Task Force as the basis for recommendations. Matters of immediate and local concern including plans of subdivision, consent applications and zoning by-laws can most effectively be dealt with at the regional level under any Ministry decentralization. Since the effectiveness of any Ministry review will depend on the level of understanding by the group being advised, serious consideration must be given to having this land use input put forward and coordinated by qualified municipal planners within this Ministry.

With respect to Official Plans, which are statements of municipal land use development policy, the Ministry position and recommendation must reflect broader than local interest. Therefore the recommendations of the Ministry should be coordinated at a head office point. This is an approach currently in use within the Ministries of Natural Resources and Transportation and Communications, and by experience has proven to be the most effective. The above approach would be compatible with any of the approvals alternatives examined by this Task Force.

5. Training and Qualifications

If all approvals were to remain the responsibility of the Ministry of the Environment, control of the qualifications and training of persons involved could be maintained easily. However, current events indicate that substantial parts of the approvals will be delegated to regional municipal corporations or municipalities, e.g. PWWM. The Ministry will be placed in the position of having to ensure that those persons involved in this function have the necessary education, experience and skills.

The role of training and upgrading qualifications could be carried out by the Ministry directly in the manner recently directed by the Cabinet for the PWWM function. However, with the growth in this delegated responsibility, serious consideration may have to be given to the establishment of training programmes under the Community Colleges, with the Ministry having the responsibility of setting the curriculum and examinations.

6. Delegation to Municipalities

Recent instructions of the Cabinet with respect to PWWM, together with the evolving position of TEIGA (Municipal Reorganization Branch) and the Provincial Municipal Liaison Committee indicate the trend towards giving municipalities increasing approvals responsibilities. Such delegation of approvals from the Ministry of the Environment, may include in future some of the more routine matters currently handled directly.

Possible candidates for this approval transfer are private sewage disposal systems under PWWM and routine local sewer and water mains from Sanitary Engineering Branch. The conditions under which such transfers might be made do not appear to have been clearly established thus posing difficulty for development of overall Ministry objectives.

An over-ride mechanism may well be required to permit the Ministry to assume responsibility where municipal corporations fail in their approvals to effectively comply with Ministry established standards and criteria. This "in and out" aspect of the delegation of approvals could pose some serious problems in attempting to achieve overall environmental quality objectives.

A clearly obvious step would be membership of a representative of the Ministry of the Environment on the Provincial Municipal Liaison Committee. This would ensure that issues are not decided by that group without full consideration of often obscure environmental implications. In addition, a much more effective day-to-day liaison is necessary with the Ministry of Treasure, Economics and Intergovernmental Affairs on matters related to the development of functional responsibilities for municipalities.

7. Environmental Impact Analysis System

At present the Ministry of the Environment has before the Resources Development Policy Field Committee a proposal designed to establish a coordinated environmental impact analysis system for projects of the Ministry of the Environment. In addition, ministries such as Transportation and Communications, and the HEPC have environmental impact analysis systems in various stages of development. The position of this Ministry has been that a coordinated provincial approach is necessary from the beginning. The Ministry's proposal is that the Ministry of the Environment assume this coordinating responsibility.

The extent to which the Cabinet is prepared to initiate this programme and the precise timing cannot be predicted at present. It is significant to note however, that whatever timing or extent of programme is adopted, it could have significant implications for the overall approvals system within the Ministry of the Environment. This factor tends to favour some form of centralized approvals group because of the overview of such a group.

APPROVALS TASK FORCE

APPENDIX 1

INVENTORY OF CURRENT APPROVALS (1)

- A. Licences
- B. Permits
- C. Certificates of Approvals
- D. Quasi-Approvals

- (1) Includes Estimate for Private Waste and Water Management expansion.

A. LICENCES

APPENDIX I

LICENCES

Definition

An approval to an individual person or company to perform certain general functions, for a specified period of time, in accordance with regulations.

APPROVALS TASK FORCE

February, 1977

INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence	<input checked="" type="checkbox"/>	Permit		Certificate of Approval		Quasi Approval	
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BRANCH: Water Quantity

SECTION: Water & Well Management

1. TYPES

Water Well Drillers and Borers.

2. LEGISLATIVE AUTHORITY

O.W.R.A. - Section 40

O.W.R.A. - Section 62 - Reg. 648-70

3. PURPOSE

To regulate water well drilling industry with the purpose of achieving sanitary protection, quality and protection of ground water environment.

To control well construction quality.

(see page 2 L. Bryk submission).

4. TIME VALID

1 Year - January 1 - December 31.

All renewals handled at same time.

5. STANDARDS

- Qualifications set in regulations (loose)
 - Periodically reviewed and updated by Branch in consultation with the "Industry".
 - No Exam only attested 2 years experience.
-

6. VOLUME OF WORK

425 Licences/year total, (no difference between new
of which 30 Licences/year are for boring. and renewal on procedure)

DATA BANKING

12,000 well records

Hydrogeologic data

Inspection?

Approvals ?

7. MANPOWER

Monitoring (note licencing function)

5 Public Health Inspectors

Spot checks of product

2 Clerks

Spot checks of contracting
performance.

Licencing

4 man months

+ clerical (?)

Includes data compilation and analysis

Central Head Office

by Executive Director (A. Watt) signs original personally.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

NONE

b. OTHER AGENCIES.

NONE

10. FEES

\$10/year/licence, to a company or a person.

i.e. Company licence covers all its skilled or unskilled staff.

- Monies received by Water Quantity Branch and transferred in bulk to Financial Services.

11. APPEALS

Licence revocable for non-compliance with regulations (subject to appeal before Environmental Appeal Board).

Performance control by "exception rule" on complaints.

INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence	X	Permit	Certificate of Approval	Quasi Approval
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BRANCH: Pesticide Control

SECTION:

1. TYPES

A. Operator (Business) - "Consumer protection"?

Exempts

- Agriculture
- Private property applications

Covers

- licence to a company to operate in pesticides, not individuals.

B. Exterminator (Individuals)

Two Types Issued

- a) structural (classes by type of pesticide)
- b) land (classes)

- Exempts agriculturists

(in certain cases structural licences covers land).

C. Assistant Exterminator (Structural only)

i.e. 1 year apprenticeship to an exam for full licence.

D. Wholesale Vendors (currently being implemented)

- covers - all wholesale
- 3 classes of retail
- defines to whom sales may be made.

E. Certificates of Enrolment to a person not a company.

- custom sprayer.

2. LEGISLATIVE AUTHORITY

1. Pesticides Control Act.
2. E.P.A. Part VI Section 49-55.
3. Ontario Regulations 657/70.
4. Prevails until changed in E.P.A.

3. PURPOSE

To minimize the effects on the environment and its eco-systems of pesticides (other than on water) by:

1. Ensuring that certain classes of applicators (persons) of pesticides in Ontario, are competent to do so.
2. Controlling vendors.

NOTE: Does not control applications to water (anyone can apply to water upon receipt of permit from Water Quality).

4. TIME VALID

NOTE: Apparent conflict between current procedures and Section 54 of E.P.A.

<u>Types</u>	<u>Time Period</u>	<u>Expiry Date</u>
Operator	1 year	February 15
Exterminator	1 year	February 15
Asst. Exterminator	1 year	February 15
Wholesale Vendors	1 year	December 31
Certificate of Enrolment	1 year	February 15

5. STANDARDS

1. Set in regulations 657/70.

2. Examinations

- operators (oral)
- others (written) or (Written or oral)
(depends on class)
- vendor (unclear??)

3. Qualifications periodically reviewed by "Pesticides Advisory Committee" composed of:

- academics

- affected Ministries of Ontario - appointees

- a permanent secretary involved.

QUESTION : Who comprises the members and how does composition reflect interests of other Branches of the Ministry of the Environment?

6. VOLUME OF WORK

Year	1966	1967	1968	1969	1970	1971
Total Operators Issues		367	347	444	470	561
Total land Licences issued			1722	3875	4530	4764
Total structural Licences Issued			267	278	302	286
Total No. Licences	944	966	2336	4597	5302	5611
Total Custom Sprayers issued	433	477	488	615	656	601

(Certificate of Enrolment)

7. MANPOWER

Renewals 2 persons.

1 dedicated full timeto fees book-keeping + 2 typists

(see also permits)

New!! - setting exam questions - 7 examiners 2 days per year.

- supervise person(s) writing exams

1 hour/exam, 300 man hours, 2 man months.

- mark exams - 2 man months

- issue new licence - 1 man month.

8. DELEGATION, FUNCTIONS and AUTHORITY

Examination:- supervision - Field and/or Head Office.

Exam marking - Head Office.

New & Renewals - All Head Office

but Field P.C.O's act as post box
for applications and renewals
or can go direct to Head Office.

Printed signature of "W. L. Smith" Chief of P.C.S.

but personally doesn't see them.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

NONE

b. OTHER AGENCIES.

MNR staff exempt from all classes of Licences
except Aircraft applications.

10. FEES

Exams

Operator	\$10)	
Exterminator)	+ \$5 if he fails to show
and Assistant	\$5)	for time set for exam.
Certificate of)	
Enrolment)	
Vendor)	

Licences

Types

operator)	\$10
exterminator)	or \$5 on renewals
structural)	(problems on collection)
land)	
Asst. Exterminator)	
Certificate of Enrolment)	

Vendors

Wholesale \$100

retail 1. \$20

2. \$15

3. \$10

- monies accompany applications to field P.C.O's
or Head Office to the Branch (bulk transfer
to Treasurer of Ontario)...

11. APPEALS

- for revocation; failure to issue. Appeal to
"Pesticides Licence Review Board"

NOTE: Has never sat. Should not Environmental Appeal
Board now do it?

INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence	<input checked="" type="checkbox"/>	Permit		Certificate of Approval		Quasi Approval
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BRANCH: Private Waste & Water Management SECTION: Regional Operations

1. TYPES (under development and subject to implementation of Part VII E.P.A.)
Business Licences to engage in:

- a) Installing and servicing private sewage systems.
- b) Storage, haulage and disposal of wastes removed from private sewage systems.

NOTE: Covers companies or operation not individual persons employed by these companies.

2. LEGISLATIVE AUTHORITY

- Section 61 Environmental Protection Act.
- Section 94 Environmental Protection Act.
- Regulations in preparation.

3. PURPOSE

To prevent potential environmental problems associated with the installation and operation of private sewage disposal systems and hauling etc. of "pump out" from same by:

Ensuring through licencing that those engaged in the above are qualified, competent, and equipped to do so, in accordance with regulations.

4. TIME VALID

- 12 month period after issue or renewal.
- can be suspended or revoked for cause.

5. STANDARDS

- Regulations will govern all aspects of this industry including matters such as:
 - equipment
 - area of operation
 - staff qualifications
 - operating techniques
 - management and statistics reporting.
 - Regulations and criteria etc., will be dependant on pending recommendations of the MacLaren report, due March 31, 1973, on holding tanks and pick-up and disposal system.
-

6. VOLUME OF WORK

Not known.

Estimated 200 - 250 Muskoka and Parry Sound.

7. MANPOWER

Integrated with other approvals.

8. DELEGATION, FUNCTIONS and AUTHORITY

Provincially centered by Head Office. Preliminary investigation and ongoing surveillance of performance leading to recommendations for suspensions, revocations or imposition of conditions, delegated to the field.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

for Haulers:-

SANITARY ENGINEERING on conditions regarding:
point, time and rate of discharge.

WASTE MANAGEMENT in connection with the use of
disposal sites for receiving septic tanks pumping.

AIR MANAGEMENT - re: odours.

b. OTHER AGENCIES.

M.T.C.:- for haulers; re designated routes, load
limits and level of maintenance for year
round or seasonal access.

TEIGA :- on planning matters.

M.N.R.:- remote and unorganized areas
"Public Lands Act".

10. FEES

- permitted under Environmental Protection Act.
- Yes, but specifics not set.
- Examination fees proposed.

11. APPEALS

- To Environmental Appeal Board re: conditions, refusal or revocation.

B. PERMITS

APPROVALS TASK FORCE

February, 1997

APPENDIX I

PERMITS

Definition

An approval to a person (or company) to perform a function(s) in a specific situation or at a specific location, in accordance with regulations or conditions

- general and specific.

INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence		Permit	X	Certificate of Approval		Quasi Approval
-----------------------	---------	--	--------	---	----------------------------	--	-------------------

BRANCH: Water Quantity

SECTION: Water and Well Management

1. TYPES

Water Taking.

2. LEGISLATIVE AUTHORITY

- O.W.R.A. Section 37.
- Regulations possible under Section 62.
but it appears that this power not used;
Use conditions on each specific permit for "taking."
- Application form and permit are approved by
Regulation.

3. PURPOS

To manage available water Quantity (surface and ground)
by allocating taking amongst competing uses, users,
and rights.

Note: MNR release conflict.

4. TIME VALID

Surface Intake)

5 years) or when owner or conditions

Ground Intake) change.

10 years)

- Revocable for non-compliance with conditions.

subject to appeal to Environmental Appeal Board.

5. STANDARDS

As they apply to the permit not the person.

- general guidelines accompany instructions
for making applications.
- No specific standards.

but: in tobacco area, guidelines have been refined
and circulated and appear precise enough
to be almost regulations.

6. VOLUME OF WORK

Active - 5000

New + 2.5%/year.

Renewals 1000/year)

New 150/year) On anniversary date.

Cancellations & Amendments 150/year)

TOTAL WORKLOAD 1300/year.

Complexity:

Relate to) - Routine renewals) 80%

Data Bank.) with no complaints and) (1100)

) only routine data check)

) - Complex

) - surface

) - ground) 20%

) - cancellation & amendment) (200)

7. MANPOWER

Routine

3 technologists

3 clerks

TOTAL 66 man months/year.

Complex

involves:

Field investigation

group for preparation of background data

upon which to base decision and conditions for
a permit.

8. DELEGATION, FUNCTIONS and AUTHORITY

All central at Head Office

- All personally sigend by Executive Director
(A. Watt) (on a fait accompli).

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

AD HOC
only when obvious
potential problem,

Applicant is the
co-ordinator.

Access to
Data Bank Problem..

1. Sanitary Engineering (munic takings)
(approve the system).
2. Industrial Waste (industrial taking
(approve disposal system only)
(mines espec-ially)
3. Water Quality
 - taking for testing and discharge for pipelines.
 - act as advisors.

NB concern is for quality of
outfalled water.

NOT generally quality of total stream
is affected by the withdrawal
(i.e. delution)

b. OTHER AGENCIES.

(1) M.N.R. - dam construction

- if a conflict, or objection, it goes
to upper Management.
-

10. FEEES

NONE

11. APPEALS

To Environmental Appeal Board on:

- repeal
- refusal to issue

Only by applicants action.

INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence		Permit	x	Certificate of Approval		Quasi Approval	
-----------------------	---------	--	--------	---	----------------------------	--	-------------------	--

BRANCH: Water Quality

SECTION: Biology Section

1. TYPES

Aquatic Nuisances (Biology section)

2. LEGISLATIVE AUTHORITY

1. O.W.R.A. - Section 38

- no regulations but published guidelines.

3. PURPOSE

To control the application of chemicals to water,
intended to control aquatic nuisances.

- herbicides
- pesticides.

4. TIME VALID

- given for a specific situation for programme specified
in permit.

5. STANDARDS

- No Regulation (Section 62(1) Power for same in OWRA
but only covering exemptions of
substances and persons).
- Instructions or guidelines are published, outlining
 - dosages
 - application techniques for various types of
chemicals or nuisance conditions.
 - permit is conditional and tailored for the given
situation.

6. VOLUME OF WORK

200 - 250 per year.

7. MANPOWER

1 Lab technician (full time)

1 Professional (1/2 time as advisor)

Data input from Regional Biologist.

8. DELEGATION, FUNCTIONS and AUTHORITY

All central at Head Office signed by Executive
Director (A. Watt).

(not sure if this is rubber stamp).

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

Should add private
supply intakes?

Private Waste &
Water Management

Consider

"Permit to apply" (
having 2 sections
with one covering. (
"Permit to buy" with
proved PCS signa- (
ture.

1. Sanitary Engineering (District Engineers).

To determine location and number of water
intakes for domestic purposes that could
be affected by chemical application.

(2. Pesticides Control Service.

- P.C.S. must issue "Permits to buy".
note: P.C.S. has no power over applications
into or on water.

Procedure

1. P.C.S. sends signed "Permits to buy" in
package to biology.
2. Biology issues both permits.
3. Permittee cannot buy without both permits.

b. OTHER AGENCIES

1. Federal Department of Agriculture approves a
list of Chemicals that can be used (Blanket List)
- but the Ministry of the Environment does
research etc. to make up this list.
2. M.N.R. - before final decision to issue
M.O.E. requests M.N.R. (Fish & Wildlife)
for comment and agreement.

Question: Does M.N.R. have legal power to
veto, or is theirs a quasi approval?

IN HOUSE CLARIFICATION

- Pesticides and toxicity unit within Biology Section
does technical analysis of proposal.

i.e. has a research lab. analysis function as back-up
to permit decision.

10. FEES

NONE.

11. APPEALS

To Environmental Appeal Board

Note: Reasons for refusal: conditions; repeal
must be stated; per Legislation.

INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence	Permit	x	Certificate of Approval	Quasi Approval
-----------------------	---------	--------	---	----------------------------	-------------------

BRANCH: Pesticides

SECTION:

1. TYPES

1. Permit to use Group 'A' Substance.
(only to licenced exterminator).
2. Permit to purchase and use DDT and TDE (Group C)
(only to licenced exterminators or agriculturalists
for specific applications).
3. Consent (permit) to exterminate with airborne
machine; airblasts, etc.
(to licensed exterminator or agriculturalists).
4. Permit to buy, pesticides for application to water.
5. Permit to apply Thallion (Group B pesticide).
- only to licenced exterminator
- exempts private property owner applications.
6. Permits to buy Class A and B substances, exempt are:
- licenced applicators
- agriculturist
- persons register as custom sprayers.

2. LEGISLATIVE AUTHORITY

- Pesticides Act
- Regulations 657/70.
- Environmental Protection Act. Part VI
(permits to buy Class A and B).

3. PURPOSE

See licences

4. TIME VALID

- Expires upon completion of specific job or fulfillment of permit conditions.

5. STANDARDS

- How does this affect appeals?
- (- conditional permits but conditions are
 - (not attached to permit but are referred
 - (back to outline of proposed work on application
 - (form.

6. VOLUME OF WORK

Permits to use pesticides (1971 figures)

1.	DDT and TDE	225/year
2.	To exterminate with airborne machine.	145/year
3.	To use Group A substances	43/year
4.	To apply Group B substances	11/year.

7. MANPOWER

- 3 typist (same ones as for licenses)
 - Field officers providing on-site data.
-

8. DELEGATION, FUNCTIONS and AUTHORITY

- appears largely central (officially)
- some apparent delegation to field P.C.O's
- all permits signed personally by W. L. Smith

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

1. Aquatic Nuisances - "Permit to Buy" issued
for P.C. by Water Quality (no audit of actions)
2. Should Water people be consulted.

b. OTHER AGENCIES.

1. M.N.R. - Air spraying.
2. O.D.A.F. - Technical input on residuals etc.
3. Health - Toxicity
- Standards setting.

Advisory on
request.

(
(
(

10. FEES

NONE

11. APPEALS

Environmental Appeal Board - they have never had
an appeal.

INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence		Permit	X	Certificate of Approval		Quasi Approval	
-----------------------	---------	--	--------	---	----------------------------	--	-------------------	--

BRANCH: Private Waste & Water Management SECTION:

1. TYPES

- 1) Permits to operate or use a sewage system as defined in Section 56 Environmental Protection Act.
e.g. - septic tank systems
- holding tanks.
- 2) Permits to operate hauled sewage systems.

2. LEGISLATIVE AUTHORITY

- Part VII - Environmental Protection Act.
 - Part X - Environmental Protection Act.
 - Part XIII Environmental Protection Act.
- Regulations there under.

3. PURPOSE

To ensure that newly constructed or established private sewage systems including haulage systems, have been constructed or established in accordance with the conditions of the Certificate of Approval, the Act and Regulations.

NOTE: Necessary for effective management information on these systems, whose extent is not now known.

4. TIME VALID

- indefinite until altered and if operated in accordance with regulations.

5. STANDARDS

See Certificate of Approval.

6. VOLUME OF WORK

Will be same as Certificates of Approval.

7. MANPOWER

- Could equal or exceed 394 man months per year.
 - Only limited experience with this component or all approvals aspects of private sewage systems.
-

8. DELEGATION, FUNCTIONS and AUTHORITY

To lowest possible field level.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

NONE.

b. OTHER AGENCIES.

NONE.

10. FEES

Included with Certificates of Approval.

11. APPEALS

To Environmental Appeal Board for non-issue,

C. CERTIFICATES OF APPROVALS

APPROVALS TASK FORCE

February, 197

APPENDIX I

APPROVALS

Definition (2 approaches)

- (a) Authorization to initiate establishment
(construction) or alteration of a thing
and/or process, including right to operate
all in accordance with the act and regulations,
guidelines, etc.
- (b) As above, but without right to operate until
a permit is issued.

INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence		Permit		Certificate of Approval	X	Quasi Approval	
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BRANCH: Sanitary Engineering SECTION: Design Approvals

SEWAGE WORKS

1. TYPES

All works discharging to surface water, spraying on to land for disposal (other than trucked or industrial source).

- 5 or more residential units on a works discharging into surface waters.
- All publicly operated.

NOTE: All but exceptions in Section 42(6)(a)-(f).

2. LEGISLATIVE AUTHORITY

- O.W.R.A.; Section 42.
- No Regulations

3. PURPOSE

To ensure that facilities for sewage treatment protect and enhance the aquatic environment.

4. TIME VALID

- indefinite (unlimited) until conditions at site change.
-
-

5. STANDARDS

- NO REGULATIONS

NOTE: (1) "Guidelines and Criteria for Water Quality Management in Ontario", is used verbally as a regulation in "Go" or "No Go" decisions and approvals.

- (2) There could be a problem in future because of the absence of Standards in Regulations i.e. applicant can appeal conditions or refusal

of an approval based on the "guidelines" to.

5. STANDARDS (cont.)

The Environmental Appeal Board. If appealed to a court of Law would Ministry of the Environment be able to uphold its decision based on guidelines rather than clearly defined legal standards?

- important issue in field delegation or contracting responsibility for approved to, say, a municipality.

- (3) Methodology of calculating concurrence with a standard would have to be considered.

6. VOLUME

By Regions currently used by Sanitary Engineering Branch

<u>Region</u>	<u>Complexity</u>		<u>TOTAL</u>	<u>In Process Time</u>	
	<u>High</u>	<u>Low</u>		<u>High</u>	<u>Low</u>
1.	13	148	161	63	28
2.	10	276	286	45	23
3.	33	604	637	42	25
4.	17	214	231	80	22
5.	17	73	90	87	52
6.	11	29	40	76	38
TOTALS	1,344	101	1,445	66	31

7. MANPOWER

No real regional allocation of manpower: staff used as a pool and shifted to handle workload as required geographically, (same staff also handles water works approvals - piped).

PRIVATE & MUNICIPAL

- 7 engineers and technical staff handle all applications reviews and appeals
- 4 clerical.

NOTE: 1. Included within Design Approvals Section are an additional 7 engineers and technical staff and 1 clerical who are responsible for co-ordination of all Ministry projects from concept to final approval.

-
- 2. Approval review of the 180 Ministry projects would require only 1 or 2 of the 7 technical staff used for Ministry project co-ordination.
 - 3. Review of Engineering reports is essentially a quasi-approval or "approval in principle".
 - 4. On site information is supplied by Regional Engineers Section (Sanitary Engineering Branch).
 - 5. Clear instructions to client group (via application form) to submit all applications for approval to Design Approvals Section (Sanitary Engineering Branch) in Toronto.

8. DELEGATION, FUNCTIONS and AUTHORITY

- All approvals centralized in Toronto.
- Signed by Executive Director (K. Sharpe) personally.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

1. Regional Engineering Section of Sanitary Engineering
provides field investigation as required.

Note: Primarily used as information co-ordinators
for routine approvals such as sewer extensions.

2. Supervisors of Sewage Works of Sanitary Engineering
co-ordinates (one-man) all basic data required for
sewage treatment plants (complex projects)

i.e. - degree of treatment ()
- plant discharge location (sludge disposal)
- plant location. ()

NOTE:- Supervisor of Sewage Works:

- (a) obtains data or causes surveys by
 - a. Water Quality (Assimilation studies and others).
 - b. Regional Engineers Section of Sanitary Engineering.
 - c. Industrial Waste Branch.
- (b) Actually sets criteria for effluent quality at
discharge point, and
- (c) establishes discharge point.
- (d) establishes plant location.
- (e) establishes monitoring, or surveillance schedules.

9. INTER-RELATIONS (Cont.)

(b) Outside Ministry

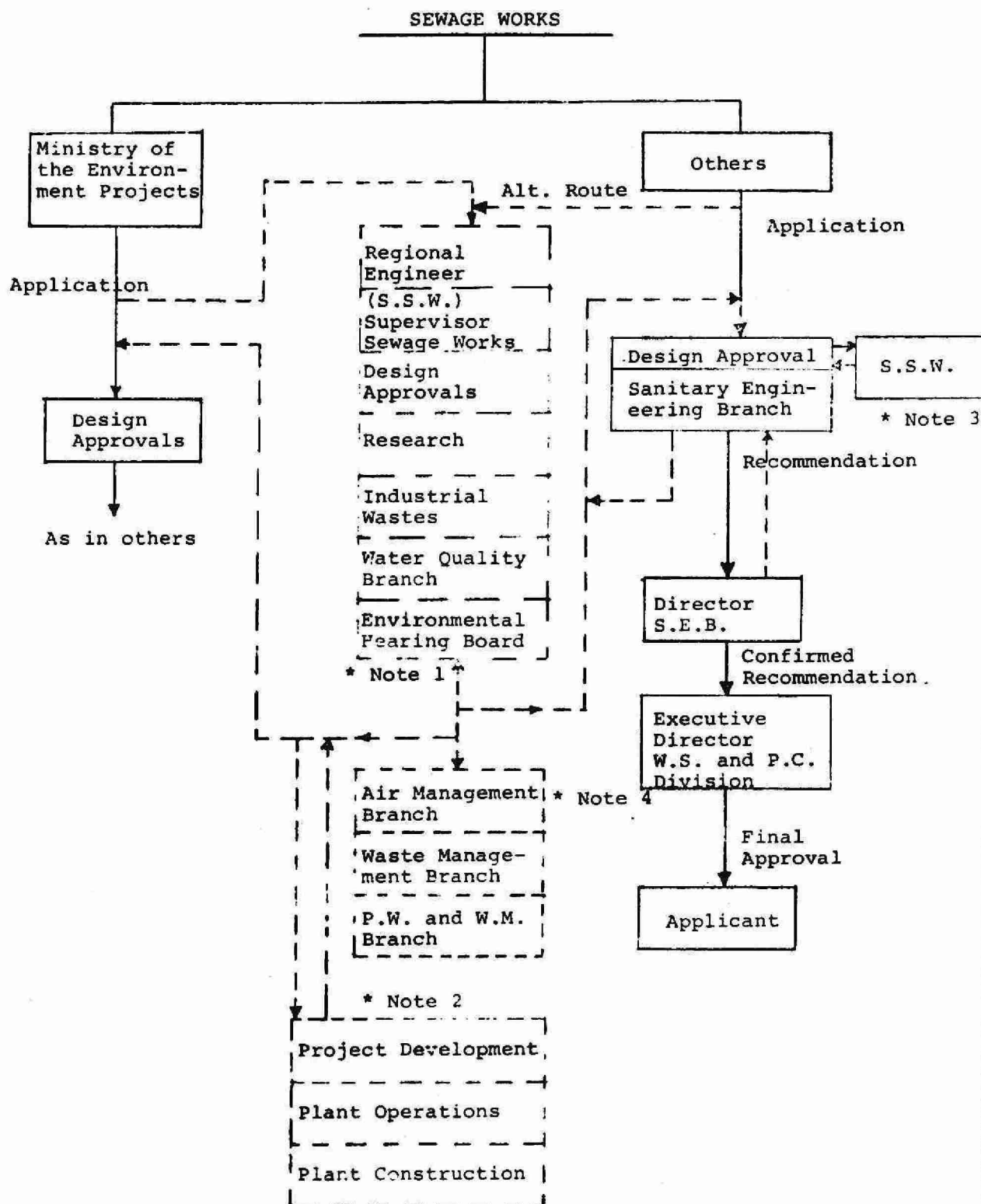
- Ministry of Natural Resources indirectly through Water Quality Branch on fish and wildlife matters.
- TEIGA for population targets and growth patterns as they relate to design capacity.
- Ministry of Transportation and Communications
 - storm sewers under public highways constructed with M.T.C. subsidy are exempt.
 - M.T.C. assumes it has total jurisdiction over any waters contained by culverts or bridges within road right of way.
- Ministry of Natural Resources - Conservation Authorities Branch
 - re flood plains and flood proofing on ad hoc basis.

10. FEES

NONE.

11. APPEALS

1. Hearings before Environmental Hearing Board or other suitable public hearing
 - Section 43 - Mandatory
O.W.R.A. -inter-municipal systems.
 - Section 44 - Optional upon discretion of
O.W.R.A. Executive Director
 -treatment works. (plants)
 - - No firm guidelines upon which to base
 a decision except by custom all
 sewage treatment sites are heard by
 Environmental Hearing Board,
 - Questions (1) Is this an adequate mechanism for
 public participation?
 (2) How does this relate to O.M.B.?
2. Environmental Appeal Board
 - hears appeals after a decision only upon initiation
by original applicant.
 - decision is final with appeal to courts on point
of Law and to Cabinet on point of fact.
 - once a Hearing is established any interested party
can make representation.



* Note 1 : Environmental Hearing Mandatory if two or more Municipalities are involved.

* Note 2 : Are included in alternate route for Ministry of the Environment Projects.

* Note 3 : On sewage treatment applications, and inquiries no decision taken without prior referral to supervisor of Sewage Works. Mainly for 1st time plants, but may apply to major expansions.

* Note 4 : Air, Waste, Private Waste and Water Management should be part of criteria setting mechanism, i.e. consider for a recommendation.

INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence		Permit		Certificate of Approval	X	Quasi Approval	
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BRANCH: Sanitary Engineering - SECTION: Waterworks
Design Approvals

1. TYPES

All water-works as defined in Section 41 O.W.R.A. except
as noted:

- non-potable
- 10,000 gallons per day rate, or less
- fewer than 6 units together
- other exemptions per Regulations under the O.W.R.A.

2. LEGISLATIVE AUTHORITY

- O.W.R.A. Section 41
- No Regulations

3. PURPOSE

To ensure that facilities for the supply and treatment of piped water will be sufficient to provide water in adequate quantity and quality.

4. TIME VALID

- Indefinite (unlimited) until conditions at the site change.

5. STANDARDS

- No Regulations

Note: (1) "Guidelines and Criteria for Water Quality Management in Ontario" establishes source quality minimums.

- (2) Generally accepted design principles for Water Works Engineering. (Texts)
 - (3) (Texts) Canadian Underwriters Association standards for fire fighting (usually halved duration).
 - (4) A.W.W.A. specifications and manuals of practice give design details.
-

6. VOLUME

(by Regions currently used by Sanitary Engineering Branch).

<u>Region Complexity</u>					
<u>Region</u>	<u>Complexity</u>		<u>TOTAL</u>	<u>In Process Time</u> <u>(average days)</u>	
	<u>High</u>	<u>Low</u>		<u>High</u>	<u>Low</u>
1.	17	110	127	44	22
2.	23	177	200	49	26
3.	31	307	338	37	21
4.	28	170	198	51	26
5.	20	57	77	66	21
6.	13	30	43	64	16
TOTALS	132	851	983	55	23

7. MANPOWER

Note see Sewage Works Manpower description.

- Same staff also handles Water Works approvals
Their split is:
- Sewage 60%
- Water 40%

8. DELEGATION, FUNCTIONS and AUTHORITY

- All approvals Centralized in Toronto.
- Signed by Executive Director (K.H. Sharpe) personally.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

(1) Water Quantity

- issues Water Taking Permit where required with a view to controlling quantity only.
- Note: issuance of this permit is not a commitment to approval of Water Works.

(2) See flow diagram for Water Works Approvals

(3) (See description for Sewage Works)
Supervisor of Water Works co-ordinates all data required to establish location of plants intake points; degree of treatment and makes decision in some general way as S.S.W. does for Sewage Works.

b. OUTSIDE MINISTRY OF THE ENVIRONMENT

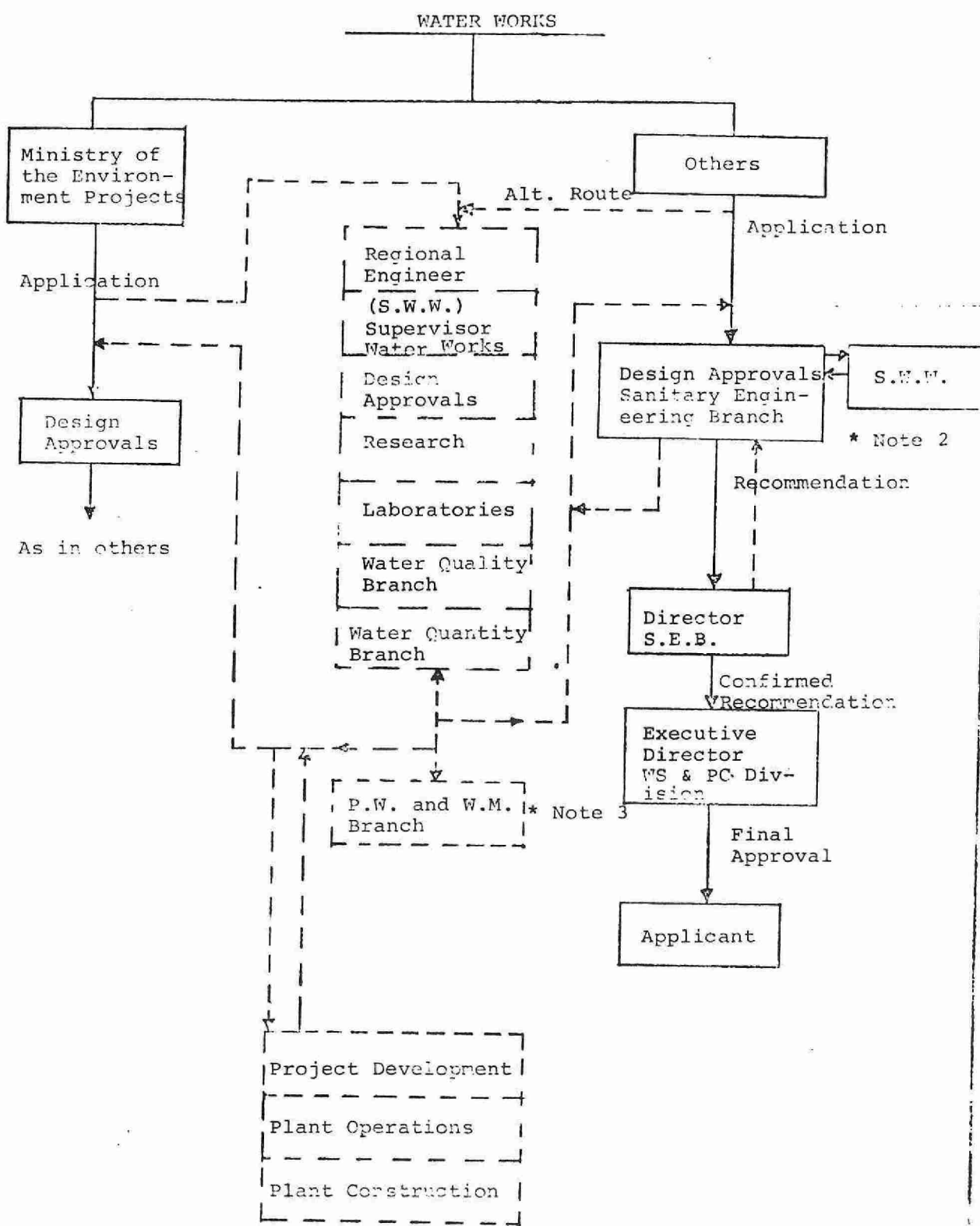
- TEIGA generally for population targets and growth patterns on an ad hoc basis.

10. FEES

NONE

11. APPEALS

- Environmental Appeal Board
 - hears appeals initiated only by the applicant if dissatisfied with conditions of approval or a refusal.



Note 1 : Are included in alternate route for Ministry of the Environment Projects.

* Note 3 : Private Waste and Water Management should be part of criteria setting mechanism, i.e. consider for a recommendation.

Note 2 : On water treatment applications, and inquiries no decision taken without prior referral to supervisor of Water Works. Mainly for 1st time plan, but may apply to major expansions.

INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence		Permit		Certificate of Approval	X	Quasi Approval
-----------------------	---------	--	--------	--	----------------------------	---	-------------------

BRANCH: Industrial Waste

SECTION: Design Approvals

1. TYPES

Certificates of Approval covering facilities for the collection, transmission, treatment and disposal of liquid (other than hauled) industrial wastes.

2. LEGISLATIVE AUTHORITY

- Section 42 O.W.R.A.
- No Regulations

3. PURPOSE

To ensure that the equipment and process to be used for the treatment and control of liquid industrial wastes are adequate to achieve water quality objectives at the effluent point.

Note:

- (1) does not cover hauled industrial liquid wastes or their disposal if not to a storm sewer or surface waters.
 - (2) does not cover a closed re-cycle system.
 - (3) does not cover "normal" farm operations.
 - (4) does not cover deep well disposal.
-

4. TIME VALID

Unlimited until process or conditions at the site change.

5. STANDARDS

- (1) No formal Regulations
- (2) Written variety of objectives for effluents
eg. "Objectives for Industrial Wastes Control in Ontario".
- (3) "Guidelines and Criteria for Water Quality Management in Ontario".
- guides quality of receiving waters.
- (4) Interim effluent objectives for Pulp and Paper Industry.
- (5) American Petroleum Institute standards.

6. VOLUME OF WORK

Regions	Numbers Per Year	Average Time In Process
1	31	Variable, depending on Complexity.
2	31	
3	17	
4	37	
5	23	
6	7	
TOTAL	146	

Note:

- (1) 95% of application are complex to very complex requiring review by a limited number of specialists.

7. MANPOWER

- 2 Engineers
- 1 Engineering Officer (just above a technologist)
- 1 Engineering Technologist
- 1 Clerical (Secretary 4)

Notes

- (1) 5 - 10% of Technical staff time used for pre and post construction inspection for purposes of accumulating practical information to be used for data towards future similar approvals.
-

8. DELEGATION, FUNCTIONS and AUTHORITY

- All centralized in Toronto
- All certificates personally signed by Executive Director.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

- (See appended flow chart)

b. OUTSIDE MINISTRY OF THE ENVIRONMENT

(1) Ministry of Natural Resources

- (a) fish and wildlife group to evaluate potential effects on fish etc. of proposed industrial waste discharge.
- (b) Conservation Authorities Branch re - flood protection as judged necessary.

(2) Indirectly through Water Quality Branch with Federal Ministry of Transport.

- location of effluent pipe as potential effect on navigation.

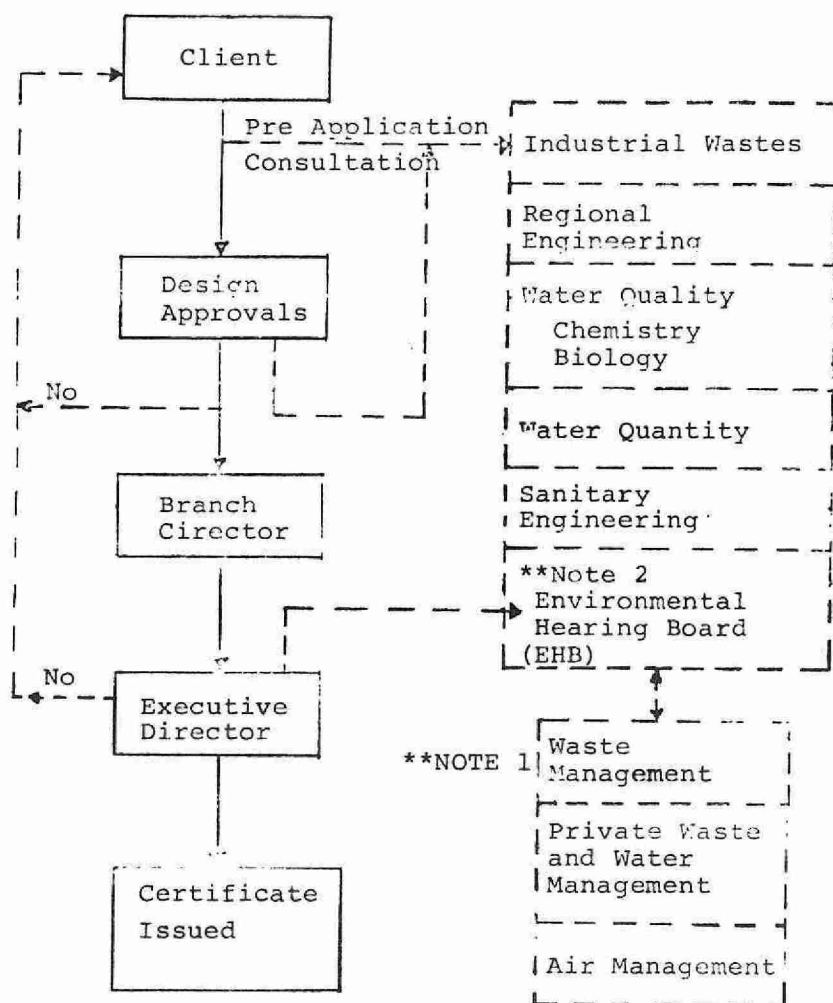
10. FRES

NONE

11. APPEALS

Same as Sanitary Engineering.

INDUSTRIAL WASTE BRANCH APPROVALS PROCEDURE



****Note 1 :** Should be consulted in processing application i.e. consider for receipt of application.

****Note 2 :** Hearings before EHB Mandatory if two or more municipalities involved.

APPROVALS TASK FORCE
INVENTORY OF CURRENT APPROVALS

Category of Approval	Licence	Permit	Certificate of Approval	x	Quasi-Approval	
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BRANCH: Air Management

SECTION: Approvals & Criteria

1. TYPES

- a) Certificates of Approval covering construction and operation of any stationary facility or thing which may emit contaminants into the air.
- b) "Program Approval" for abatement - Voluntary

NOTE: Does not include:

- (1) "Normal farm operations."
- (2) Residential buildings with 3 or fewer units (except incinerators).
- (3) Routine maintenance.
- (4) Others as exempted by Regulation from time to time.

2. LEGISLATIVE AUTHORITY

- (1) Environmental Protection Act - Section 8
- (2) Environmental Protection Act - Section 10 ("Program Approval")
- (3) Environmental Protection Act - Part I General Provisions
- (4) Environmental Protection Act - Parts X, XI, XIII, Appeals, Power to regulate, etc.
- (5) Ontario Regulations (R.R.O.15) as from time to time set.

3. PURPOSE

To ensure that the proposed design and operation of stationary sources are such that the desired air quality is achieved.

4. TIME VALID

Unlimited until operation or environmental conditions (e.g. surrounding land uses) change.

5. STANDARDS

- (1) Ambient air objectives listed as criteria in R.R.O-15.
- (2) Point of Impingement Standards in R.R.P.-15.
- (3) Regulations covering specialized industries (R.R.O.)
i.e.- asphalt paving plants
- foundries.

Note: Put into words "Impingement Standards" as they specifically apply to these unusual problem industries.

- (4) Guidelines published from time to time to cover specific facilities or operations that are not included under the formal Regulations.
e.g. - three chamber incinerators (apartment type).
- "tee pee" burners.
- (5) Engineering guidelines.
e.g. - method of calculating "points of impingement".

Note: based on successful experience, these are now being formulated into formal Regulations.

- (6) Standard texts and research material.

VOLUME OF SOURCES - ANNUAL - 1972

	Number			Average time to Process in Hours.		Applica- tions Received
	Complexity					
	High	Low	Total	High	Low	
<u>Region 1</u>	185	597	782	15	1.25	320
<u>Region 2</u>	331	993	1,324	15	1.25	536
<u>Region 3</u>	193	1,134	1,327	15	1.25	466
<u>Region 4</u>	365	1,861	2,226	15	1.25	633
<u>Region 5</u>	172	866	1,038	15	1.25	372
<u>Region 6</u>	34	119	153	15	1.25	47
<u>Region 7</u>	70	193	263	15	1.25	134
TOTALS	1,350	5,763	7,113	15	1.25	2,508

6. VOLUME OF WORK - See table Volume of Sources.

Region	Complexity		Average Process Time (actual working hours per application).	
	High	Low	High	Low
1.		49		
2.		84		
3.		193		
4.		155	14.0 hrs	1.5 hrs.
5.		72		
6.		10		
7.		17		
TOTALS				

7. MANPOWER

- 1 Engineer. 7 (Section Head)
- 8 Engineer. 5
- 6 Engineer. 3
- 7 Engineering Assistants
(Inspector 2 classification).
- 7 Clerical.

- Notes:
- (1) 65% of total above professional staff time devoted to review and processing of approvals applications.
 - (2) 100% of staff time of 6 clericals devoted to approvals.
 - (3) 15% of professional time spent on direct Engineering advice to field abatement.
 - (4) 15% professional time preliminary approvals and advisory role to industry, consultants, equipment suppliers.
 - (5) 5% professional time in determination of criteria.
e.g. developing and upgrading guidelines.
standards etc.

8. DELEGATION, FUNCTIONS AND AUTHORITY

- (1) All approvals centralized in Toronto.

For a YES or conditional "YES"

- (1) Printed signature of Director of Air Management appears on certificate but he personally does not see them and delegation is down to Section Head (Approvals and Criteria) who delegates to his Assistant who issues certificate upon final screening of Senior Approvals Engineers' recommendations.

For a "Turndown"

- All denial letters signed personally by Branch Director per Section 78 E.P.A.
- Procedure is from Senior Approvals Engineers' to Section Head to Director.

For Approval of Voluntary Program

- (1) All proposals received by Branch Director.
- (2) Proposals reviewed by Abatement Section and Approvals and Criteria Section.
- (3) Abatement Section in consultation with Legal Services Branch prepares in legal language the program description and form letter for signature by the Air Management Branch. Same process for a turndown explanation.

NOTE 1:

Each action within the "Approved Program" requires also a Certificate of Approval before beginning construction.

NOTE 2:

Changes in orders on programs require a new order or program (i.e. a rewrite). Applies primarily to extremely complex situations where technology must be "tailored".

9. INTER-RELATIONS

A. INSIDE MINISTRY OF THE ENVIRONMENT.

- (1) Industrial Waste Branch
 - re scrubber waters.
- (2) Waste Management Branch
 - re disposal of ash etc from incinerator
- (3) Various Branches anticipated
 - re noise control.
- (4) Abatement Section, data input.

B. OUTSIDE MINISTRY OF THE ENVIRONMENT.

- (1) Ministry of Treasury, Economics and Intergovernmental Affairs.
 - re general and specific land use regulation or planning.
- (2) Municipalities
 - re land use regulation or planning.
- (3) Federal Government
 - re meteorology.

10. FEES

NONE.

11. APPEALS

Conditions on Certificate of Approval or a denial are
appealable by application to Environmental Appeal
Board.

NOTE: "Program Approval" when given or denied is not
appealable.

INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence		Permit		Certificate of Approval	x	Quasi Approval
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BRANCH: Waste Management Branch SECTION: Field Operations & Licencing

Disposal Sites and Waste Management Systems.

1. TYPES

(1). Certificates of Approval.

- Applies to sites or systems which are capable of or are are being operated in accordance with Regulations.

NOTE: Contains elements of:

- (a) Licence: e.g. waste haulers
- (b) Permit: e.g. approval to operate a waste transfer station (renewable).
- (c) Certificate of Approval: e.g. approved disposal site with or without specific permanent restrictions on types of waste.

(2) Provisional Certificate of Approval.

- NOTE:
- (a) This was devised as a transitional mechanism to allow the temporary operation of sites or systems not yet up to standards.
 - (b) Has had to be used in place of Certificate of Approval because of inoperative sections 34, 36 (bonding) and Section 45, which provides for compensation in the event of a revocation of approval. (i.e. site problems that cause irresolvable pollution etc.)

(3) Minister's Approval to Use Abandoned Disposal Site before 25 years.

NOTE: Contains elements of "program approvals" or "Directors Orders" designed to bring a site or system into compliance with Regulations.

2. LEGISLATIVE AUTHORITY

- Environmental Protection Act, Parts I, V, X and XIII.
- Ontario Regulations 824.

3. PURPOSE

To ensure that the sites and systems used to collect, transport and dispose of hauled wastes (other than from septic or holding tanks) do not cause environmental degradation.

4. TIME VALID

- (1) Certificate of Approval.
 - one year
 - renewable upon experience with operation.
- (2) Provisional Certificate of Approval.
 - any period up to one year.
 - renewable upon compliance with program stages etc.

5. STANDARDS

- (1) Ontario Regulations 824 and two now in Legal Services cover:
 - a. Land fill
 - b. Incineration
 - c. Dumps
 - d. Deep well disposal
 - e. Processed organic wastes (sewage sludge).
- In preparation for 1973 implementation, are regulations re: abandoned autos; garbage grinding; transfer stations.

- (2) Guidelines.

Covering closure of fill sites.

- (3) Planning Section of Branch is responsible for maintaining data bank, research and development of standards, guidelines, regulations.

- Co-ordinated by one Standards Engineer.

APPLICATIONS PROCESSED (ESTIMATED) January 1972 - January 1973

<u>REGIONS</u>	<u>NEW</u>				<u>RENEWALS</u>			
	<u>Routine</u>		<u>Non-routine</u>		<u>Routine</u>		<u>Non-routine</u>	
	Sites	Systems	Sites	Systems	Sites	Systems	Sites	Systems
Southwestern	25	10	10	10	135	110	25	115
Midwestern	50	60	10	20	125	70	20	20
Central	95	60	25	15	125	275	25	20
Mideastern	30	30	10	10	425	240	20	15
Eastern	25	10	10	10	310	85	15	20
Northern	375	110	25	10	670	185	20	10
	600	420	90	75	1,790	965	125	200
Average Processing Time (Man Days)	6	1 1/2	10	2	2	1	6	2

6. VOLUME OF WORK

(See delegation).

- New
- Renewals
 - (a) routine
 - (b) require follow up.

NOTE: (a) Total volume is likely to decrease significantly as small sites are closed and consolidated into large regional sites.

(b) Fewer but more complex applications are anticipated.

7. MANPOWER (% time spent on Approvals processing)

- | | |
|---|------------|
| - Regional Engineers
(Eng. 4) | - 6 (50%) |
| - Assistant Regional Engineer
(Eng. 2 or 3) | - 6 (40%) |
| - Inspectors | - 8 (20%) |
| - Inspectors (Sewage Sludge - New) | - 7 (100%) |
| - Senior Inspector
(Thunder Bay acting as a
District Engineer reporting
to North Bay Regional
Engineer) | - 1 (40%) |
| - Approvals Engineer
(Eng. 4) | - 1 (90%) |
| - Field Supervisor
(Eng. 5) | - 1 (40%) |
| - Clerical (Licencing Section) | - 4 (80%) |
| - Clerical (Licencing Section)
(Sludge disposal - new) | - 3 (100%) |
-

8. DELEGATION, FUNCTIONS AND AUTHORITY

1. All approvals centralized in Toronto.
2. All approvals or denials signed by Executive Director personally (B. Drowley).
3. Effectively the 6 Regional Engineers are responsible for all processing and analysis of an application in the field. Approvals Engineer co-ordinates final analysis and recommendation to Executive Director, but form of recommendation is essentially unchanged from that of the 6 Regional Engineers. This has occurred primarily because of staff shortages.

Regional Engineers have administrative responsibility for applications but not authority.

9. INTER-RELATIONSHIPS

A. INSIDE MINISTRY of the ENVIRONMENT.

- (1) Air Management Branch.
 - on incinerators
 - or any application which involves odours, or combustion.
 - noise in the future.
- (2) Water Quantity.
 - Hydrogeological analysis of proposed fill sites, deep wells, to determine possible impact on surface quality.
- (3) Water Quality
 - limited situations where there could be impact on surface water quality.
- (4) Industrial Waste Branch.
 - re disposal of residues from approved industrial waste treatment systems.
 - re contingencies planning.
- (5) Sanitary Engineering (Regional Engineers).
 - used as a source of background data to an application.
 - re sludge handling and disposal from treatment plants.

9. A. INSIDE MINISTRY OF THE ENVIRONMENT (cont.)

- (6) Plant Operations.
 - re treatment plant, sludge handling and disposal.
- (7) Private Waste and Water
 - in situations where hauled pumped out wastes are being disposed of at waste disposal site.
- (8) Pesticides Control.
 - re disposal of pesticides.

B. OUTSIDE MINISTRY OF THE ENVIRONMENT

Ministry of Treasury, Economics and Intergovernmental Affairs

- for examination of any existing planning controls or regional plans as deemed necessary.

Municipalities.

- extensive because they are cause or generator of wastes.
- involved in planning controls.

O.M.B.

- Capital Approvals for municipal sites or systems.
- Zoning approval of site.

NOTE: O.M.B. has taken 2 inconsistent approaches on the above:

- (a) accepted environmental decision of Environmental Hearing Board or Ministry of the Environment - or
- (b) has not accepted and has given decision re technical advisability of environmental controls or issues.

Ministry of Natural Resources.

- re flood plains.

ODAF

)
) RE: disposal of treated sewage sludge.
Ministry of Health)

10. FEEES

(1) Deep well fund

- reducing quantity fee per barrel disposed of in deep well to allow for damage compensation.

(2) Proposed funds for:

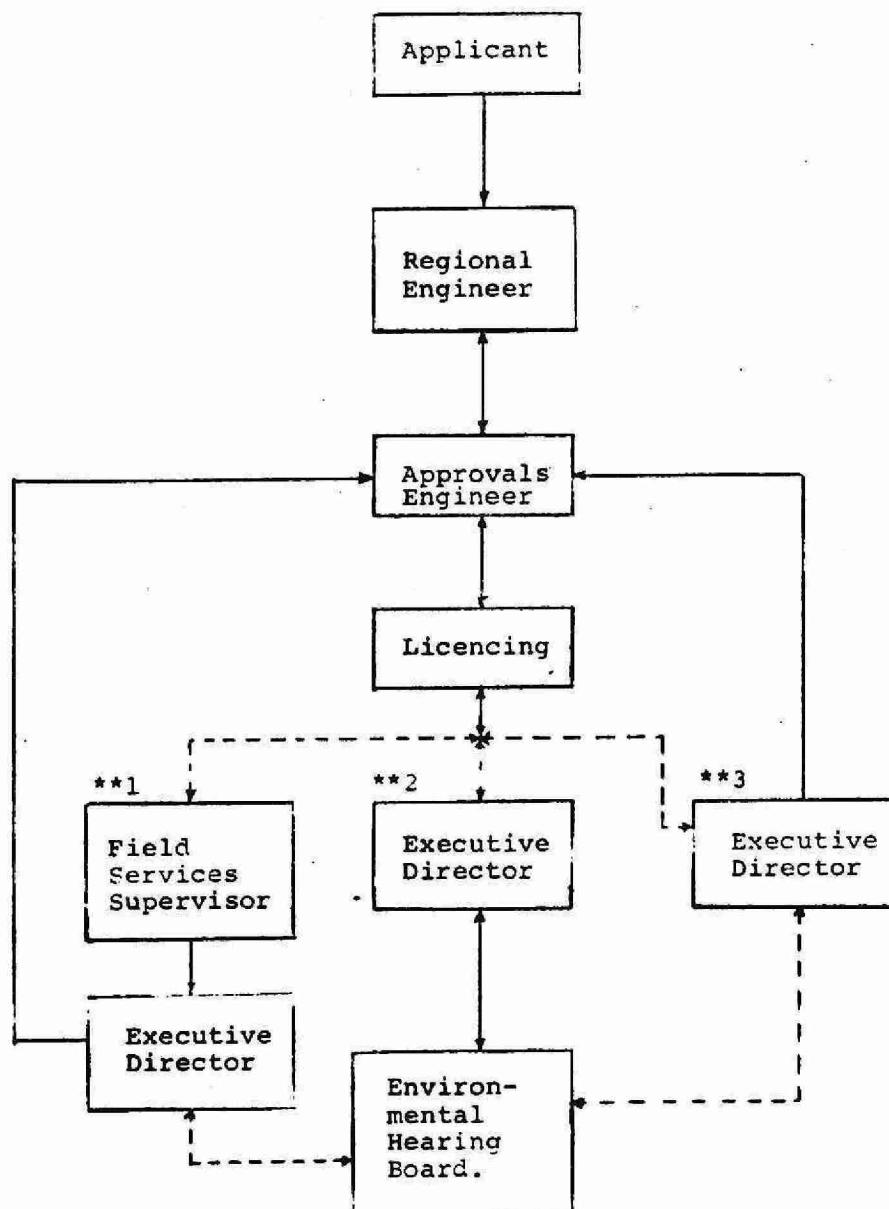
- abandoned autos
- containers.

11. APPEALS

- (1) To Environmental Appeal Board re refusal or conditions on an approval; by applicant only.
- (2) Appeal to Minister to override a municipal by-law which prohibits operation of a disposal site in that municipality - Minister may refer matter to the Environmental Hearing Board for a recommendation.

WASTE MANAGEMENT

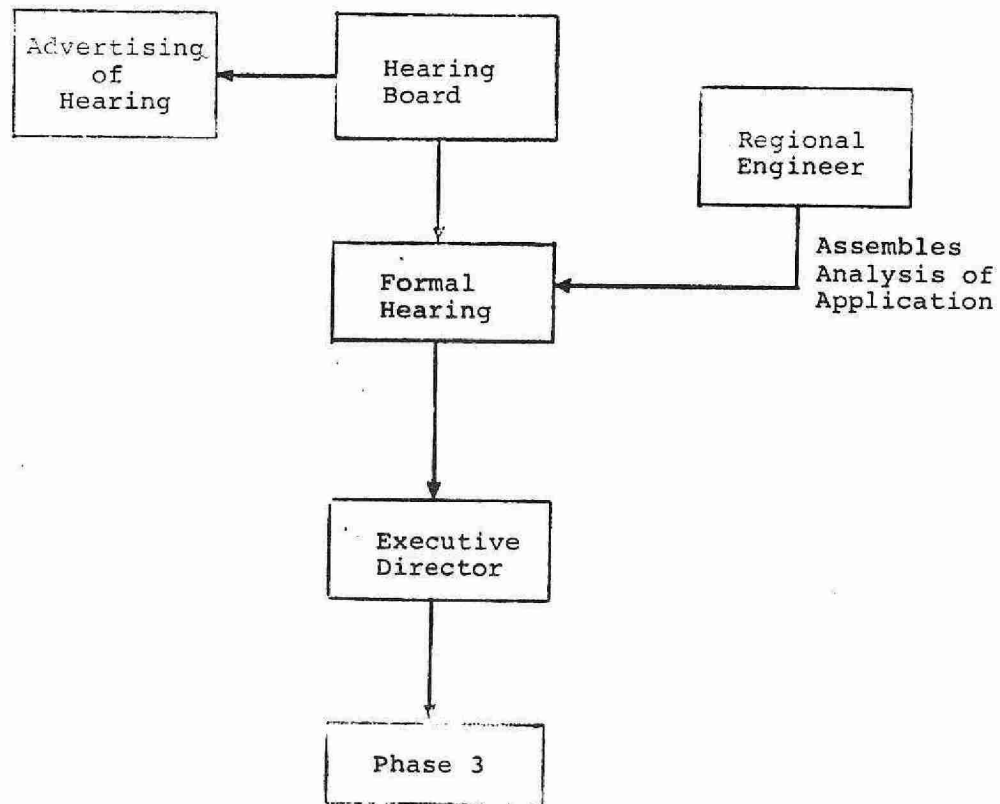
Phase I of application for new facility or system.
(Process to initiate Hearing or determine if it is required).



- **1. Optional Hearing - Doubtful.
- **2. Mandatory Hearing.
- **3. Optional Hearing - Routine.

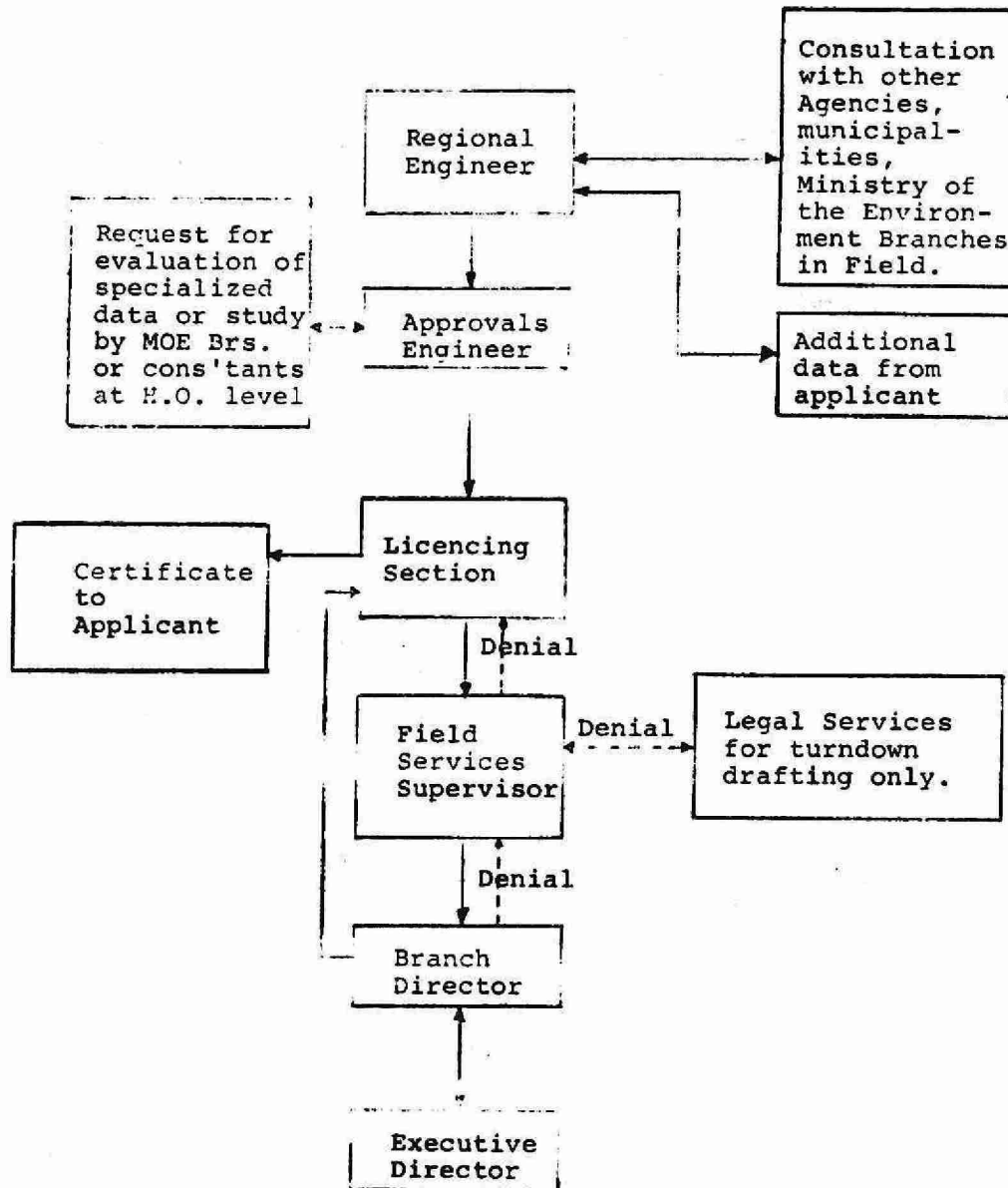
PHASE 2

(when Hearing required)



PHASE 3

No Hearing required or
After Hearing
(from Phase 1 or Phase 2)



INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence		Permit		Certificate of Approval	X	Quasi Approval	
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BRANCH: Private Waste and Water Management SECTION:

1. TYPES

For construction, installation, establishment, enlargement, extension or alteration of a private sewage system.

NOTE: (1) No building may be constructed or altered if it can affect effectiveness of a sewage system before obtaining certificate for private sewage system.

(2) As above but for a sewage system.

2. LEGISLATIVE AUTHORITY

- Sections 56 - 57 - 58 - 59, Environmental Protection Act.
- Section 94, re Regulations.
- Regulation now in draft form.

3. PURPOSE

To ensure that private sewage systems proposed for construction or establishment (haulage etc.) are capable of meeting standards or regulations designed to protect the environment.

4. TIME VALID

No limit under Environmental Protection Act to begin or complete construction.

Consider 18 months time limit with right to renewal after a review (would be consistent with many building by-laws).

5. STANDARDS

Regulations in draft now.

Guidelines now in general use.

MacLaren study re hold tanks and haulage etc. due March 31, 1973.

6. VOLUME OF WORK

- (1) No effective statistics anywhere in government on numbers of existing registered vacant lots which could be subject of a building and private sewage application. To determine same, would require detailed search of all registry offices and on site inspection to determine present land use of each lot and permitted additional uses which could result in applications for private sewage.
- (2) TOTAL 1971 APPLICATIONS.
Three sources of application:-
 - a) existing separated lots or blocks.
 - b) part of those lots reviewed as part of approvals for subdivision or severance under Planning Act.
 - c) upgrading of existing systems, voluntary of through complaints.
(5% annual renewal rate on 770,000 units).

Estimates

	<u>Numbers</u>	<u>Manpower</u>
(a) & (b)	30,500 applications	394 Man Months
(c)	38,500 applications	unknown
	<u>69,000</u>	

7. MANPOWER

- Integrated with part of Licences and entire Permits procedure.
- 394 man month/year.
- Seasonal variations in use of staff for purely approvals function, i.e. much overtime in summer balanced by winter lows. (Work weekends and nights to 10.00 pm in summer).
- During light approvals period staff is used for surveys, documentation of summer studies, training.
- Perhaps this staff could be used in inspection of ice huts in winter.

NOTE: Civil Service rules do not permit overtime payment or equivalent time off for these positions.

8. DELEGATION, FUNCTIONS and AUTHORITY

- Delegated to lowest possible level of field staff with full responsibility and authority to act.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

- In development of various regulations, consultation with -
 - Air Management Branch (odour, noise)
 - Water Quantity (hydrogeology)
 - Water Quality.
- Laboratories Branch.

b. OTHER AGENCIES.

- Local Health Units who receive complaints on health hazards.
- Ministry of Health - Laboratories.

10. FEES

- Under consideration to be sufficient to off-set cost of administration.

11. APPEALS

- To Environmental Appeal Board for failure to issue, conditions or revocation.
- Not likely to be heavily used if quasi-approval review of proposed subdivision is thorough.

D. QUASI-APPROVALS

February, 1973.

APPROVALS TASK FORCE

APPENDIX I

QUASI-APPROVAL

Definition

Approval, advice or recommendation on technical or policy aspects within the competence of the Ministry, which is used as input into the decision making process of Ministry of the Environment, another ministry or group having ultimate responsibility for approval.

NOTE: These are ad hoc individual proposals treated largely as a series of isolated cases. No overall policy exists, and guidelines simply evolve.

APPROVALS TASK FORCE

INVENTORY OF CURRENT APPROVALS

Category of Approval	Licence	Permit	Certificate of Approval	Quasi-Approval	X
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L A N D U S E

1. TYPES

- 1) Consents to sever land (usually 1 - 3 parcels only) through:
 - (a) Minister of Treasury, Economics and Intergovernmental Affairs.
 - (b) County Land Division Committees.
 - (c) Local Municipal Committees of Adjustment.
- 2) Plans of Subdivision.
 - Minister of Treasury, Economics and Intergovernmental Affairs.
 - Proposed delegation to Regional Municipalities upon approval of Official Plan.
- 3) Municipal Zoning By-laws.
 - TEIGA (technical reviews)
 - OMB (final approval power)
 - Metro Toronto (technical review in place of TEIGA)
- 4) Municipal Official Plans (regional & local)
 - Minister of Treasury, Economics and Intergovernmental Affairs.
- 5) Input to Provincial Regional Development Plans.

2. LEGISLATIVE AUTHORITY

- (1) No direct Ministry of the Environment legislative authority.
- (2) Indirect in that failure to embody environmental consideration, leads to conflicts associated with powers of Ministry of the Environment under Acts it administers.

e.g. Abatement action may be required at excessive social and economic costs, with attendant political implications.
- (3) Ministry of the Environment does not have direct legislative authority in any Act to approve a subdivision etc., on condition that environmental concerns be embodied. Administrative procedures, however, under the Powers of TEIGA in The Planning Act, are such that Ministry of the Environment technical requirements can be made a binding condition of the approving authority under The Planning Act.

3. PURPOSE

(Overall to the Ministry)

To ensure that Land Use Policy and approvals embody environmental considerations, by evaluating and recommending upon environmental factors, at the proposal stage.

4. TIME VALID

- Valid indefinitely until conditions change.

5. STANDARDS

No clear standards or guidelines expressed in Land-Use planning terms have been developed and clearly defined. But experience with the large volume of reviews has tended to create generally applied approaches for specific categories of proposals. These are normally made conditions of draft approval on land subdivision, or are made into policy abatements in Official Plans.

Private Waste and Water Management process subdivisions and consents reviews as though they were applications for a septic tank system. Guidelines are published in a guide.

Other Branches are developing guidelines to reflect their particular environmental concerns. Problem is to integrate concerns of all Branches into a Ministry position.

6. VOLUME

	REVIEWED BY THE MINISTRY OF THE ENVIRONMENT				
	Total Provincial Possible	SEB	PWWM	AMB	WMB
Subdivisions	Plans 1,600	1,000	620	25	
	Lots 69,700		28,000		
Consents (lots)	25,000	0	16,000		
Official Plans (and amendments)	302	85	85	43	
		150	150	80	
Zoning by-laws (And amendments)				22	

NOTE: In addition to the above, Branches are requested in a large number of cases to give advice, in advance of formal application to TEIGA, on planning implications of environmental considerations.

7. MANPOWER

<u>BRANCH</u>	<u>Per Year Man months</u>	<u>Field</u>	<u>Head Office</u>
Sanitary Engineering Branch	84	84	Some direction
Private Waste and Water Management Branch	1120	1120	General direction
* Air Management Branch	12	some con- sultation	12
* Waste Management Branch			

* NOTE: No clearly established staff or function assignment developed. Function performed as part of approval.

8. DELEGATION, FUNCTIONS AND AUTHORITY

SIGNING AUTHORITY

	<u>S.E.B.</u>	<u>P.W.W.M.</u>	<u>A.M.B.</u>
Subdivisions	Reg. Eng.	Reg. Eng.	Reg. 3 Sr. App.Eng.
Consents	N.A.	Dist.Tech'n	"
Official Plans	Reg. Eng.	Reg. Eng.	"
Zoning Bylaws	Reg. Eng.	Reg. Eng.	"

9. INTER-RELATIONS

a. INSIDE THE MINISTRY OF THE ENVIRONMENT

Sanitary Engineering (S.E.B.)

In former OWRC (continues to the present) this branch co-ordinated response on land use matters for entire Commission (now water group). Consults as they deem necessary, with other water branches for specialty inputs, on Subdivisions, and Official Plans. Region Services Planning Section of Sanitary Engineering Branch inputs water or services views into Region Development Program.

Private Waste and Water Management (PWWM)

- 1) Before 1970 acted only as a consultant to Medical Officers of Health on request.
- 2) Since 1970, has assumed 50% of land use review function for subdivisions across Ontario, re: private servicing suitability, and about 30% of consents.
- 3) Subject to proclamation of Part VII will assume 100% responsibilities.
- 4) Consultations, as required with Water Quantity, Water Quality, Sanitary Engineering.

Air Management (A.M.B.)

- 1) Began reviews only in 1971 and now only evolving.
- 2) No consultation outside the branch on a proposal also being considered by other branches.
- 3) In branch consultation with specialist sections, and Approvals Section co-ordinates for a singly reply, only from Air Quality or noise point of view.

9. INTER-RELATIONS (Cont.)

b. OTHER AGENCIES

Sanitary Engineering (S.E.B.) with:

- Municipalities as necessitated by specific situations, which if developed would require a formal approval of Sewage or Water Works. Usually arise when differences of opinion occur between growth or land use patterns proposed, and servicing capability or type (Private vs piped).
- TEIGA
 - population and growth projections or targets.
- M.N.R.
 - various branches re: wildlife, water etc.

Private Waste and Water Management with:

- Municipalities
 - usually building inspectors.
- M.N.R.
 - Cottage inspection
 - fish and wildlife implications.
- Committees of Adjustment and Land Division Committees, re: Consent applications.
- TEIGA
 - general land use policy and considerations.
- Federal Environment Department
 - research.

Air Management Branch with:

- Municipalities for information on growth intent etc.
- TEIGA
 - attempts to develop effective policy or guidelines reflecting air quality constraints.
- Lobby groups such as
 - Environmental Law Association
 - specific industry Associations, e.g. Canadian Manufacturers Association.

10. FEES

NONE

11. APPEALS

Not Applicable.

APPROVALS TASK FORCE

INVENTORY OF CURRENT APPROVALS

Category of Approval	Licence	Permit	Certificate of Approval	Quasi- Approval	X
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BRANCH: Financial Services

SECTION: Records Section

1. TYPES

POLLUTION ABATEMENT INCENTIVE ACT

2. LEGISLATIVE AUTHORITY

POLLUTION ABATEMENT INCENTIVE ACT - 1970

3. PUPPOSE

- (1) In protecting the environment, to reduce costs and improve effectiveness by encouraging the use and development of new materials, equipment, processes or methods; or
- (2) To provide a means of preventing the use of unacceptable materials, equipment, processes or method at the feasibility or conceptual development stage; or (ie pre-approvals advisory service to clients).
- (3) To complement or supplement regulations or standards on equipment, process etc.

4. TIME VALID

NOT APPLICABLE.

5. STANDARDS

- None overall.
 - But general engineering principals plus adopted regulations or criteria are applied on each specific case.
-

6. VOLUME OF WORK

- (1) No documentation has been done in any Branch to identify the extent of this activity.
- (2) Approximation by Branches (other than PWWM) indicate volumes equal to the total number of all Certificates of Approval and may in fact be substantially in excess in certain Branches:

e.g. Air Management Branch
Sanitary Engineering Branch.

- (3) In general this mechanism saves confrontations and time delay at formal approval stage.

7. MANPOWER

- (1) No documentation available.
- (2) Estimates range from 5% up to 15% of total manpower and time depending on the Branch, and the nature of applications processed at any point in time.

8. DELEGATION, FUNCTIONS and AUTHORITY

- (1) No rules exist.
- (2) Function extends throughout all levels of each involved Branch. Depends on complexity, policy implications, or general location of experienced and skilled persons required to react to each specific instance.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

- (1) Laboratories Branch.
- (2) Research Branch.
- (3) Water Quality Branch.
- (4) Ad hoc inter-Branch consultations, e.g. boating sewage systems and pumpout Sanitary Engineering and Private Waste & Water Management.

b. OTHER AGENCIES.

- (1) Canadian Standards Association.
 - (2) Various "equipment" suppliers, installers, users and consultants firms and associations.
 - (3) On occasion; other Ministries and the Federal government departments.
-

10. FEES

NONE.

11. APPEALS

Not Applicable.

APPROVALS TASK FORCE
INVENTORY OF CURRENT APPROVALS

Category of Approval	Licence	Permit	Certificate of Approval	Quasi- Approval	X
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BRANCH: Air Management

SECTION: Abatement Section

1. TYPES

Farm Certificate of Compliance.

2. LEGISLATIVE AUTHORITY

None.

3. PURPOSE

To give a degree of legal protection to "good" farm operations against prosecution under common law (re nuisances, primarily) and to facilitate access to farm credit by issuing a Certificate of Compliance indicating that the farm operation complies with the "suggested code of Farm-Practice".
[re: Air Management only].

NOTE: (1) Joint technical review and signing of certificate by field representatives of :
(a) Ministry of Agriculture and Food
(b) Ministry of the Environment -
Air Management Branch.

4. TIME VALID

Indefinite until conditions at site change.

5. STANDARDS

- No regulations.
 - "Suggested code of farm practice" provides guidelines.
-

6. VOLUME OF WORK

1972 - - 455

1973 projection - 600

7. MANPOWER

Air Management Branch	-	31 man/month	per year clerical
		10 man/month	per year technical
Agriculture and Food	-	10 man/month	per year technical

8. DELEGATION, FUNCTIONS and AUTHORITY

- Totally a field operation carried by abatement group in each Regional or District area.
- Signed by Field Engineer (Regional or District) of abatement group of Air Management Branch and the local Ag. Rep. of OMAF.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

None.

NOTE: Consideration should be given to making this Certificate one which reflects the combined recommendations of P.W.W.M., S.E.B., A.M.B.

b. OTHER AGENCIES.

Field office staff of Ministry of Agriculture and Food.

10. FEES

None

11. APPEALS

None formal.

APPROVALS TASK FORCE
INVENTORY OF CURRENT APPROVALS

Category of Approval	Licence	Permit	Certificate of Approval	Quasi- Approval	X
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BRANCH: Financial Services

SECTION: Records Section

1. TYPES

POLLUTION ABATEMENT INCENTIVE ACT

2. LEGISLATIVE AUTHORITY

POLLUTION ABATEMENT INCENTIVE ACT - 1970

3. PURPOSE

To encourage the early installation and use of pollution abatement equipment by rebating up to 100% of the 5% Ontario Sales Tax on such equipment.

4. TIME VALID

Act expires December 1974, unless extended.

A one time approval.

5. STANDARDS

Guidelines are established by each Branch involved in the assessment of equipment covered by claims applications.

6. VOLUME OF WORK

<u>BRANCH</u>	<u>VOLUME PER YEAR (1971)</u>
Sanitary Engineering	25
Industrial Waste	175
Air Management	350
Waste Management	120
<u>TOTAL</u>	<u>620</u>

- NOTE: (1) Private Waste and Water Management has not yet been involved but could be for large or communal systems.
- (2) Applications for potable water supplies installed as a condition of subdivision are eligible.

7. MANPOWER

<u>BRANCH</u>	<u>MAN-MONTHS PER YEAR</u>
Financial Services	18
Industrial Waste	4
Air Management	6
Waste Management	3
Sanitary Engineering	1
<u>TOTAL</u>	<u>32</u>

- NOTE: (1) Because of provisions in the Act, almost all workload is concentrated between January 30 and March 31, of each year, placing strain on manpower and priorities of Branches.
- (2) 1971 dispensed \$2 million in rebates.
-

8. DELEGATION, FUNCTIONS and AUTHORITY

- (1) Centralized head office function within each Branch commenting on technical matters.
- (2) Total Ministry of the Environment recommendations to TEIGA (Treasury) is co-ordinated and documented by Financial Services Branch - (Will Holdsworth).

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

- (1) Financial Services Branch is responsible for co-ordination of recommendations from involved technical branches.
- (2) Each technical Branch reviews claims applications referred to them by F.S.B. independent of each other.
- (3) F.S.B. determines which technical Branch is to be circulated.
- (4) In cases of doubt or need for guidelines, a committee of 5 involved Branches plus Revenue Ministry is convened as required.

b. OTHER AGENCIES.

- (1) Ministry of Revenue as required on technical matters related to administration of Retail Sales Tax Act.

10. FEES

NONE.

11. APPEALS

- (1) No formal appeal in legislation.
- (2) Administrative ad hoc reconsiderations if applicant is dissatisfied.

APPROVALS TASK FORCE
INVENTORY OF CURRENT APPROVALS

Category of Approval	Licence		Permit		Certificate of Approval		Quasi-Approval	X
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BRANCH: Sanitary engineering

SECTION: Regional Engineering

1. TYPES

Sewer dumping.

2. LEGISLATIVE AUTHORITY

- none now.
- but somehow related to water quality objectives and general environmental protection including aesthetics.

3. PURPOSE

To minimize effects of de-icing snow removal operations on water quality by advising on methods and sites involved in this activity.

4. TIME VALID

Varies - depends on situation
(short term or permanent)

5. STANDARDS

- None; but use general guidelines etc for water management.

6. VOLUME OF WORK

50 - (1972)

NOTE: Substantial increase is anticipated if present stated objectives are pursued.

7. MANPOWER

Estimated - 6 man months per year.

NOTE: Task Force on snow dumping - matter evolving to develop policy for the future.

8. DELEGATION, FUNCTIONS and AUTHORITY

Field advice to client group by letter.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

- Water Quality on occasion
- possibly Waste Management.

b. OTHER AGENCIES.

- various municipal authorities.

10. FEES

None.

11. APPEALS

None formal.

APPROVALS TASK FORCE

INVENTORY OF CURRENT APPROVALS

Category of Approval	Licence	Permit	Certificate of Approval	Quasi-Approval	X
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BRANCH: Water Quality

SECTION: Water Quality Survey

1. TYPES

Reviews of permit applications under:

- (1) Navigable Waters Protection Act (Federal Transport).
- (2) Public Lands Act: re, Water Lots.
- (3) W.C.C. river crossing or bridging proposals.

2. LEGISLATIVE AUTHORITY

- none now
- proposed powers now under review for incorporation into OWA to require a Certificate of Approval.

3. PURPOSE

To ensure minimum adverse effects on water quality from filling, disposal, construction, or dredging in water, by evaluating applications for such activities made to Federal Agencies, primarily, and to Ministry of Natural Resources or local Conservation Authorities.

4. TIME VALID

Not applicable.

5. STANDARDS

- No regulations.
 - General guidelines of "Guidelines and Criteria for Water Management in Ontario".
 - Each proposal reviewed on its merits and recommendations set.
-

6. VOLUME OF WORK

- Average annual 300.
- 95% are related to N.W.P. Act but included within this are M.T.C. bridge proposals.

7. MANPOWER

8. DELEGATION, FUNCTIONS and AUTHORITY

- (1) Head Office operation.
- (2) Water Quality Branch circulates other branches with ministry and co-ordinates a reply and follow-up.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

- (1) Private Waste & Water Management.
- (2) Sanitary Engineering (Regional Engineering).
- (3) Industrial Waste (Regional Engineering).
- (4) Regional Biologists.
- (5) Waste Management.

b. OTHER AGENCIES.

- (1) Ministry of Natural Resources - re: water lots.
- (2) Ministry of Transportation & Communications: primarily where bridge or culvert involved.

NOTE: M.T.C. proposals are seen twice: once through M.W.P. Act application and once on a direct basis when bridge design is finalized and ready for contract tenders.

- (3) Other provincial agencies that may be known to be involved in the review.
-

10. FEEES

None.

11. APPEALS

- Not direct
- But can be called in to give evidence at a hearing called by the approving agency.

NOTE: - if recommendations are not incorporated
Water quality problems could emerge.

- Ministry of the Environment can prosecute for the quality problem under O.W.R.A.

APPROVALS TASK FORCE
INVENTORY OF CURRENT APPROVALS

Category of Approval	Licence	Permit	Certificate of Approval	Quasi-Approval	X
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PRE-GRANTS REVIEW

1. TYPES

- (1) Ontario Development Corporation Loans and Grants.
(O.D.C.).
- (2) Industrial Development Bank Loans.
(I.D.B.).
- (3) Federal, Department of Regional and Economic
Expansion - Grants and Loans.
(D.R.E.E.).
- (4) ARDA Loans and Grants.
(ARDA).
- (5) Farm Credit Corporation Loans.
(F.C.C.).
- (6) Ministry of Education re: suitability of private
sewage disposal at proposed schools before making
grants.
(MOED).
- (7) C.M.H.C. - Loans to municipalities for sewage works.

2. LEGISLATIVE AUTHORITY

- (1) No direct Ministry of the Environment legislative
authority.
- (2) Indirect in that failure to embody environmental
consideration, leads to conflicts associated with
abatement powers of Ministry of the Environment
legislation.

e.g. high cost abatement programmes may be
required in a situation that can not be
abated.

3. PURPOSE

To ensure that decisions leading to development associated with the approval of a grant or a loan, take into consideration potential environmental problems, at the proposal stage.

4. TIME VALID

One time grant or loan for each given situation.

5. STANDARDS

Treated as a pre-application approval in principal, using the standard and criteria that would be applied to a formal application to any of the reviewing Ministry Branches.

NOTE: In Industrial Waste Branches, this review goes beyond formal requirement for approvals in that review applies to discharge to municipal system as well as direct discharge.

6. VOLUME OF WORK

	S.E.B.	A.M.B.	I.W.B.	W.M.B.	P.W.W.M.	F.S.B.
O.D.C.	3	250	250			
I.D.B.		40				
D.R.E.E.		5				
C.M.H.C.	110					
A.R.D.A.		30				
F.C.C.		459				
M.O.E.D.					120	

7. MANPOWER

<u>BRANCH</u>	<u>MAN MONTHS PER YEAR</u>
S.E.B.	1/2
A.M.B.	6 (excludes FCC which are part of certificates of compliance activity
I.W.B.	6
W.M.B.	
P.W.W.M.	8 (part of Certificate of Approvals process).

8. DELEGATION, FUNCTIONS AND AUTHORITY (signing authority)

	S.E.B.	A.M.B.	I.W.B.	W.M.B.	P.W.W.M.
O.D.C.	H.O.	90% HO 10% Fld	Fld		
I.D.E.		100% Fld			
D.R.E.E.		H.O.			
A.R.D.A.		Fld			
F.C.C.		Fld			
M.O.E.D.					Fld.
C.M.H.C.	H.O.	H.O.			

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT

None.

b. OTHER AGENCIES.

- (1) Generally ad hoc relations with municipalities.
- (2) Farm Credit Corporation comments are essentially a joint reply of Ministry of Agriculture and Air Management Branch all handled at the field level.

10. FEES

Not applicable.

11. APPEALS

None formal at the quasi-approval stage.

APPROVALS TASK FORCE

INVENTORY OF CURRENT APPROVALS

Category of Approval:	Licence		Permit		Certificate of Approval		Quasi- Approval	X
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BRANCH: Strategic Planning

SECTION: Environmental Impact
Assessment.

1. TYPE

(a) Public Projects.

- provincially total funded
- joint funded
 - provincial - municipal of
 - provincial - federal.

(b) Private or municipal projects requiring provincial approval under various Acts and procedures.

2. LEGISLATIVE AUTHORITY

- None
- Likely to be handled by Order-in-Council or by conditional grants.

3. PURPOSE

To ensure that all environmental constraints and implications are taken into consideration for all viable alternatives for projects, processes or policy at the conceptual stage by establishing guidelines and evaluating conclusions and finding of Environmental Impact Statements prepared by project proponents.

4. TIME VALID

- Valid so long as physical, social and process proposal remain unaltered.

5. STANDARDS

- Guidelines will have to be developed for each type or class of project reflecting state of the art and experience of environmental control groups inside and outside government.

(mus. rock theory).

6. VOLUME OF WORK

No experience.

7. MANPOWER

- Unknown since program initiated only in January 1973.
 - Will require co-ordinating central review group (approximately 8) as well as staff time in each technical line branch to provide expert advice.
-

8. DELEGATION, FUNCTIONS and AUTHORITY

Head Office co-ordination because of policy implications.

9. INTER-RELATIONS

a. INSIDE MINISTRY OF THE ENVIRONMENT.

See following flow chart.

b. OTHER AGENCIES.

See following flow chart.

10. FEES

None officially.

11. APPEALS

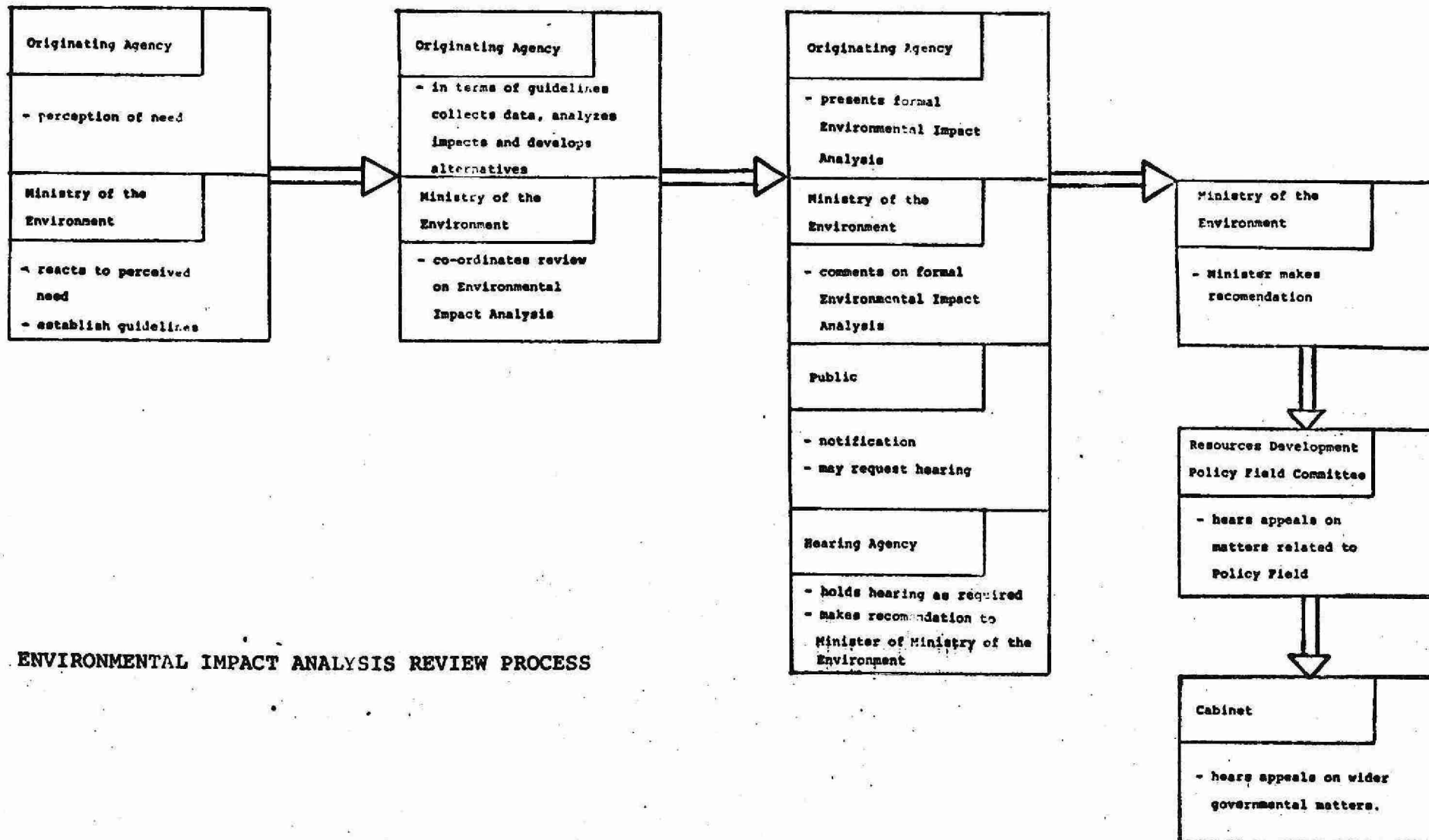
See flow chart.

GUIDELINES

ANALYSIS

DISCUSSION

DECISION



APPENDIX II

PRELIMINARY OVERVIEW OF ISSUES

APPROVALS TASK FORCE

PRELIMINARY OVERVIEW OF ISSUES

The following is a brief outline of the apparent major issues that require indepth analysis before alternatives for approval systems can be defined. This is not an exhaustive list, and is put forward to stimulate discussion of all aspects of Ministry Approvals and procedures. It will be up to the Approvals Task Force to isolate and clarify all issues and alternatives.

1. Present Approvals and Procedures

- Certificates
- Permits
- Licences

Each Branch related directly or indirectly with any type of approvals, will supply information regarding:

- i) Legislative authority
- ii) Volume processed by type per year (or months)
- iii) Staff required in man-month

2. Quasi-Approvals or Reviews and Advice

In which areas is the Ministry or a Branch giving technical advice or reviewing proposals not leading to an official approval? To what extent is the Branch or Ministry committed, by the advice or the review to a final approval at a later date?

3. Standards and Data Requirement

- How does the area responsible for approvals go about the setting of standards?
- Quantitative and qualitative?
- Regional standards, provincial, federal?
- Relationship with other agencies and other branches in setting standards in accordance with an overall equilibrium?
- Are there well defined data requirements which must accompany any application before it is processed?
- How do these relate to requirements of other Branches?

4. Policy, Identification and Solutions

- Does the system allow for recycling of information to revise and amend policy?
- Who dictates policy recycling approvals, standards and their updating?
- Who coordinates policy with other Branches having a concurrent approval power for any given type of submission to the Ministry?

5. Circulation Procedures

- How does the application for approval circulate
 - (a) within a branch (head office-field)?
 - (b) inter branches?
 - (c) inter agencies or inter-ministry?
- Is there any fixed pattern of documentation?
- To what extent is authority delegated in the revision of proposals?

6. Coordination

- What is the decision making procedure on a proposal that requires the approval of more than one Branch?
i.e. Who makes trade offs between Branch positions?
- What is the coordination mechanism amongst Branches
 - (a) in the field?
 - (b) at head office?

7. Hearings

- When is a hearing held? Criteria?
- Procedures. In which situations is a hearing compulsory and in which others is it held on request?
- Participants and roles in the hearing?
- What kind of documentation and background data is released and when?
- Is there coordination to put forward an overall ministry position regarding the subject matter? (i.e.) a matter involving more than one branch.

December 22nd, 1972.



(7070)

MOE/APP/ALWZ

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Ontario Ministry of the En
Approvals task force
report

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